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ABSTRACT

Six Indian Education Technical Assistance Centers (IETACs) provide technical assistance to American Indian and Alaska Native education programs funded by Title V grants from the Office of Indian Education (OIE). This study examines the services provided by the IETACs and identifies factors that influence their effectiveness. Data were collected through: a review of reports, training materials, and other IETAC-related documents; a literature review; telephone interviews; site visits; interviews with OIE personnel; and a mail survey of more than 700 IETAC service recipients and potential service recipients around the country. Most service recipients of the IETACs find them accessible. responsive, and capable of meeting stated needs and requests. However, while the IETACs are meeting the expectations associated with their role, their role is rather limited in scope. Findings of this evaluation indicate that (1) there is little or no opportunity for sustained, long-term assistance; (2) the help that is requested, and therefore provided, is often geared toward addressing managerial and administrative concerns such as completing the grant application rather than the substance of educational programs; (3) the IETACs often assist individuals and projects in isolation from regular school programs; and (4) the current relationship between OIE and the IETACs does not include the mutual exchange of ideas and information that could lead to improvements in American Indian education. Sixteen approaches for improving U.S. Department of Education (ED) sponsored technical assistance are offered in the categories of roles and responsibilities, internal operations, relationships of IETACs with ED and OIE, and reorganization of technical assistance. Many of the suggestions are also relevant to ED-sponsored technical assistance providers for programs that serve other groups of students, including limited-English-proficient and migrant students. (TD)

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EVALUATION OF THE INDIAN EDUCATION TECHNICAL ASSISTANCE CENTERS

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CONTENTS

Page

EXECUTIVE SUMMARY i

I. INTRODUCTION 1

Background and Purpose of the IETACs 2
Evaluation Goals and Design 4
Sample Selection and Survey Administration 5

II. CONTEXT AND OPERATIONS OF IETAC ASSISTANCE 9

Characteristics of Service Recipients and Potential Service Recipients 9
Local and Regional Needs 14
Services and Operations 21
Outreach and Awareness Raising 22
Needs Assessment 24
Services Provided 25
Methods for Providing Services 33
IETAC Staff 38
Staff Strengths 39
IETACs and OIE 40
Roles and Responsibilities 40
Nature and Frequency of Communication 41
Coordination 42
The Use of Non-IETAC Services by Title V Grantees and Potential Grantees . . 43
Impetus to Coordinate with Others 45
Coordination Activities 48
Impediments to Coordination 51

III. EFFECTS OF IETAC SERVICES 54

Service Quality 54
Responsiveness 56
Usefulness 56
Reported Outcomes 58
Survey Respondents' Assessments of IETAC Effectiveness 58
Perceptions of IETAC Effectiveness among Other Organizations 59
IETAC Perceptions of Their Own Effectiveness 60
Strengths and Limitations of the IETAC Role 62
What Influences IETAC Effectiveness 62
Factors and Conditions that Facilitate Effectiveness 63
Factors and Conditions that Impede Effectiveness 64

CONTENTS (Continued)

Page

IV. APPROACHES FOR IMPROVING ED-SPONSORED TECHNICAL ASSISTANCE . 66

Roles and Responsibilities 66
Internal Operations 72
Relationships with ED and OIE 74
Reorganization of Technical Assistance 77

REFERENCES 79

TECHNICAL APPENDIX A-1

EXHIBIT I: Organizations to Which Title V Grantees Would Most Likely Turn for Assistance in Key Issue Areas A-4

APPENDIX A: Indian Education Technical Assistance Center (IETAC) Regions A-6

APPENDIX B: Selected Characteristics of IETAC Regions, FY 1993 . . . . . A-7

APPENDIX C: Number of Assistance Providers Within Each IETAC Region by Federal Technical Assistance Program A-8

APPENDIX D: Cover letter to survey respondents

APPENDIX E: Survey of Indian Education Technical Assistance Center (IETAC) Service Recipients and Potential Service Respondents

ACKNOWLEDGEMENTS

LIST OF TABLES

		Page
Table 1	Demographic Characteristics of Survey Respondents	10
Table 2	Programmatic Characteristics of the Grant Recipients	12
Table 3	Additional Responsibilities of Title V Directors	13
Table 4	Assistance Provided to IETAC Service Recipients through Materials, Regional Workshops, or On-site Visits, by Selected Topics	16
Table 5	Topics on Which Other Providers Have Provided Technical Assistance	17
Table 6	Manner in Which Survey Respondents First Learned about the IETACs	23
Table 7	Manner in Which Survey Respondents First Learned about Specific IETAC Services	24
Table 8	IETAC Service Recipients' Requests for and Receipt of Materials/Information from IETAC Office	27
Table 9	IETAC Service Recipients' Participation in Regional Workshops	28
Table 10	IETAC Service Recipients' Participation in On-Site Visits	29
Table 11	Technology Available to Survey Respondents	36
Table 12	How Technology Is Used to Reach Service Recipients	37
Table 13	IETAC Attributes Valued by Service Recipients	55
Table 14	IETAC Technical Assistance Compared with Assistance from Other Providers	58
Table 15	Programmatic Changes Resulting from IETAC Assistance	59

EXECUTIVE SUMMARY

Under the provisions of the Indian Education Act of 1988, six Indian Education Technical Assistance Centers (IETACs) provide technical assistance to school districts, Bureau of Indian Affairs schools, Indian tribes, indian organizations, Indian parent committees, and all local projects and initiatives that receive Title V grants from the Office of Indian Education (OIE) to promote educational achievement among American Indian and Alaska Native youth and adults[1].

This study examines and assesses the services provided by the IETACs and identifies factors that influence their effectiveness. Data were collected through: (1) a review of reports, training materials, and other IETAC-related documents; (2) a review of current literature on the condition of Indian education and on technical assistance in education; (3) telephone interviews with representatives from national and state Indian education organizations and state education agencies (SEAs); (4) site visits to each of the IETACs, which included observations of IETAC-sponsored workshops and on-site visits with Title V grantees; (5) interviews with Office of Indian Education personnel; and (6) a mail survey of more than 700 IETAC service recipients and potential service recipients around the country.

This evaluation was conducted between May 1993 and July 1994. During this period, the IETACs' three-year contracts expired; their operations continued, with some modifications, under interim funding arrangements; and the reauthorization of the Elementary and Secondary Education Act (ESEA) moved into its final stages, bringing the prospect of significant changes in the structure of federal technical assistance.

When the IETACs' contracts expired in November 1993, they were extended, first for six months, and then for three additional months (until May 1994), in anticipation of the changes expected with the reauthorization of ESEA. When it became apparent that reauthorization would not occur before the extended contracts expired, a Request for Proposals (RFP) was issued and organizations were invited to compete for a new nine-month interim contract (September 1, 1994–May 31, 1995). As a result of the timing of these events, some of the observations that are made in this report do not reflect the contractual changes that have already modified some roles and responsibilities of the IETACs. For example, under the new interim contract: (1) four additional days are provided for IETAC staff development; (2) the centers are required to integrate Goals 2000

[1] In this report, the term "American Indians" will generally refer to both American Indians and Alaska Natives.

into workshop themes; (3) application-related assistance is de-emphasized; and (4) the importance of staff development for LEAs is underscored.

Although new developments have changed and will change the structure and operation of the IETACs from that which was studied during the past year, the findings of this evaluation suggest ways of improving federal technical assistance, regardless of its configuration or focus. For example, most IETAC service recipients find the IETACs accessible, responsive, and capable of meeting stated needs and requests. However, while the IETACs are typically good at what they do, their role is rather limited in scope. We found that: (1) there is little or no opportunity for sustained, long-term assistance; (2) the help that is requested--and therefore provided--is often geared toward addressing managerial and administrative concerns (e.g., completing the grant application) rather than the substance of educational programs; and (3) the IETACs often assist individuals and projects in isolation from regular school programs. For these and other reasons expanded on in this report, the IETACs have had limited effects on the overall quality of Title V projects and little opportunity to influence the kinds of changes that are likely to have a lasting, positive effect on American Indian students' educational services and academic achievement.

Our description and analysis of the strengths and weaknesses associated with the design and operation of the IETACs under their 1991-93 contract have enabled us to identify several important features of effective technical assistance for educators serving American Indian students. The policy options presented here can be broadly applied to any newly authorized configuration of technical assistance sponsored by the U.S. Department of Education (ED).

IETAC Operations

The IETACs are well known among those involved in Indian education. They serve schools and institutions that have received, or are eligible to receive, Title V Indian Education Act formula grants or discretionary grants. Title V projects provide services to American Indian students at all education levels--preschool, elementary, secondary, postsecondary, and adult education. Typically, noncompetitive formula grants are awarded to public schools, while competitive discretionary grants are awarded to Indian-controlled schools, institutions of higher education, Indian tribes, and other Indian organizations. The IETACs endeavor to meet the many federal program requirements and education-related needs that exist among grantees and potential grantees within the American Indian education communities.

Topics of Assistance

Title V grantees and potential grantees frequently need help in understanding and completing the federal grant application forms that they must submit. The existence of every Title V project is dependent on a grantee's ability to master the application form and satisfy all federal paperwork requirements related to the management and implementation of the project. It is therefore not surprising that most of the IETACs' resources are directed towards helping formula grantees satisfy needs that are related to completing grant applications and managing programs. For example, in order to complete a grant application, applicants must be able to describe their strategies for conducting program evaluations and needs assessments--two topics that the IETACs are regularly called upon to address. In addition, grantees and potential grantees often have questions and concerns about Title V program management and implementation. (Discretionary grantees are not eligible for assistance in developing their grant applications, but they can and do seek other types of assistance.)

The IETACs also help grantees to develop strategies for increasing parent involvement and training parents to make decisions that will affect the nature and quality of the educational services their children receive in schools. This is particularly important to formula grantees, who must demonstrate that Indian parents are actively involved in project activities.

Service recipients also need training, materials, and information that will help them to enhance their educational services to American Indian students. These include: (1) staff training in new instructional techniques; (2) information and materials on strategies to address problems that affect large numbers of American Indian children and adolescents (e.g., high dropout rates, low self-esteem, and substance abuse); (3) details on education resources, services, and programs of particular interest to American Indians (e.g., postsecondary scholarships and grants for American Indian students, dates and location of special conferences and workshops); and (4) culturally relevant information and curricular materials (e.g., tribe-specific teaching materials that address language and culture, research articles that promote an understanding of the dynamics and impact of culture in education). Although the IETACs offer assistance in each of these areas, many center staff indicated that they would like to increase the quantity of time and resources directed at improving the content and substance--versus the management and administration--of Title V projects.

Service Delivery

For the most part, the IETACs deliver their services via workshops, on-site visits, telephone, fax, and the mail. Workshop locations are carefully selected so that grantees and potential grantees in

urban as well as more remote, rural locations can attend with as little difficulty as possible. Workshops often cover more than one topic (e.g., conducting a needs assessment and tutoring strategies), and an opportunity for attendees to ask project-specific questions is usually provided during the one- to two-day event. Individualized on-site visits are scheduled when a request is made for more intense and specific assistance (e.g., a request from a school district that has never before received a formula grant to operate a Title V project and has many detailed questions and concerns). Requests that do not require a workshop or an on-site visit are handled over the telephone, by mail, or by fax (e.g., requests for copies of a document such as parent committee by-laws and curriculum guides or inquiries concerning a single question in the grant application).

Although the majority of grantees and potential grantees have access to technologies such as televisions with video players, telephones with conference call capabilities, and computers with modems, relatively few report that the IETACs have communicated with them via these technologies.

Staffing

Each IETAC has between three and seven full-time equivalent staff members. In addition, each center maintains a pool of consultants who conduct workshops when there is a need for their expertise in a particular subject area. Most IETAC staff have completed undergraduate or graduate work in education or related fields such as counseling and psychology. In addition, IETAC staff and consultants are skilled at facilitating communication between school districts and the federal government, between schools and American Indian communities, and between American Indian organizations and Title V grantees. They are particularly adept at demystifying federal government and Title V program requirements, as well as parent committee rights and responsibilities.

IETAC staff members--nearly all of whom are American Indian--report that their personal knowledge of American Indian cultures and languages is important to their success in working with Indian tribes and schools, and parent committees. Their knowledge of and appreciation for American Indian history, art, traditions, and spiritual life are particularly appealing to educators and parents in very traditional American Indian communities. IETAC staff believe that these shared understandings enhance their ability to communicate with those whom they serve.

Limitations of the IETAC Role

IETAC staff and representatives of the Indian organizations and SEAs whom we interviewed all expressed various levels of dissatisfaction with the current roles and responsibilities of the IETACs. Specifically, they are concerned that time and resources spent in satisfying needs for assistance in understanding and complying with federal program requirements reduce the time and resources available for the IETACs to address other needs that they believe have a more direct bearing on the experiences and ultimate achievement of American Indian students. Among those identified were needs for: (1) more assistance with the content and substance (e.g., curriculum and instruction) of Indian education programs; (2) increased integration into the mainstream operations of schools and districts of teaching practices and materials that are effective with Indian students; (3) more research on issues of relevance to the broader American Indian education community; and (4) collaborations and partnerships among those inside and outside of schools for the purpose of providing more comprehensive services to address the multifaceted but interrelated social, emotional, physical, and academic needs of American Indian students.

Many IETAC staff members also expressed dissatisfaction with certain contractual regulations that they believe restrict the centers' initiative and ability to improve Title V projects in certain districts. Under the current legislation (Indian Education Act of 1988, section 5321 [e] [B]), IETAC services are provided "on request" only. IETAC staff point out that when conflict exists among individuals involved in a Title V project (e.g., parents, teachers, Title V director, school administrators), they frequently choose not to invite the IETAC in to provide assistance, even though help is desperately needed and some individuals (e.g., a parent group) do want the center's help. In addition, IETAC staff note that because the Indian Education Act requires that they provide services only on request, they are unable to take the initiative to go beyond the specific request that has been made to address other noticeable problems in a project, or to coax reluctant project administrators to strive for excellence and even greater improvements in their project (rather than just the minimum standard of acceptability that will ensure that they receive funds). Thus, some IETAC staff believe they are hindered in their ability to bring about real improvements in some areas.

IETAC Relationships with Other Technical Assistance Providers and OIE

The number of other federally funded technical assistance centers with which each IETAC could conceivably coordinate is large, ranging from 12 in IETAC region VI to 46 in IETAC region I. Add SEAs, Indian organizations, and colleges and universities, and the potential for coordination is great. The IETACs coordinate because they themselves need information, because others invite them

to coordinate, and because they encounter problems whose solutions are attainable through pooled resources. The centers exchange newsletters, brochures, selected materials, and referrals for service or information with American Indian organizations, SEAs, and some federally funded technical assistance providers. Some IETACs have also made presentations and conducted workshops at gatherings of these organizations, invited other technical assistance providers to assist them with IETAC staff development, and cosponsored summer institutes for teachers with SEAs, universities, and technical assistance providers.

The centers' coordination efforts focus on issues that are of clear concern to American Indians and Alaska Natives, and, as a result, most of their coordination efforts with federally funded technical assistance providers have been with the regional educational laboratories, Title VII Multifunctional Resource Centers, and the Drug-Free Schools and Communities Regional Centers. For example, the regional educational laboratories have sought the expertise of IETAC staff members as they developed plans and materials for their American Indian education initiative. The other two technical assistance programs regularly address issues (e.g., bilingual education, substance abuse prevention) that are of interest in the American Indian education community.

Although there is overlap among the students who are eligible for Title V and Chapter 1 services in some schools, there is little coordination between these two programs. There is a perception among some local educators with whom we spoke that because the two programs have distinct legislative histories, funding streams, and program requirements, they are and should remain disassociated. Others contend that: (1) coordination between the two programs might result in the culturally related needs of the typically smaller Indian population being overlooked; and (2) coordination might result in Indian education being equated with the compensatory or remedial education often provided under Chapter 1.

The IETACs are administered by OIE's Division of Program Support and the Title V grants are administered by OIE's Division of Program Operations. The IETAC directors and their Contracting Officer's Technical Representative (COTR) communicate with each other by telephone on a weekly basis, usually concerning IETAC reports, clarification of federal policy, and other day-to-day details of IETAC contract work. The IETACs are required to tell OIE in monthly, annual, and end-of-contract-period reports what they are doing and what they have accomplished. These extremely detailed reports, which are submitted to the COTR, list all center work by task and account for all workshops, on-site visits, telephone calls, and dissemination activities. In addition, the centers are required to submit copies of the evaluations that all workshop participants must complete at the end of each session, and they are expected to use this information in self-evaluations of workshop effectiveness. Several IETAC directors indicated, however, that although they are proud of the

excellent ratings they typically receive, comments and suggestions for improvement are rarely offered, so they have little to guide them in making changes and improvements. The IETACs are not required to track the effects of their services in terms of project-related changes made by grantees, or the quality and characteristics of the educational services that their service recipients provide to students.

The current relationship between OIE and the IETACs does not include the mutual exchange of ideas and information that could lead to the development of programmatic changes and improvements--within the IETACs, OIE, or Title V projects--and that might ultimately improve educational services to American Indian students. Although the IETACs' primary role is to assist Title V projects, there is little communication between OIE program staff and the IETACs--or between the Division of Grants Management and the Division of Program Operations staff--on issues related to the improvement of Title V projects or the IETACs. OIE's program operations staff tend to view the importance of the IETACs in a fairly limited way: the centers are valuable in that they help to improve the quality of the grant applications submitted.

In spite of this narrow perspective on the IETACs' role, OIE program staff rarely communicate their expectations for completion of Title V paperwork to IETAC staff. In fact, IETAC staff report that occasionally they learn of new developments in the Title V program from the grantees rather than OIE. They added that this not only embarrasses them but also undermines their credibility with clients. Center staff also provided examples of questions and requests for materials (e.g., examples of good multiyear grant applications) and information (e.g., on the legality of a particular use of Title V funds in one district) that had gone unanswered by OIE for long periods of time.

Although they address similar needs, produce materials that address similar topics, and face similar problems within each of their regions, inter-IETAC coordination is somewhat limited due to time and budget constraints. Inter-IETAC communication occurs primarily via telephone and is restricted to center directors who typically discuss day-to-day details of IETAC contract work. During previous contract periods, OIE required and sponsored inter-IETAC teams to meet twice a year to address special issues; IETAC staff described these meetings as effective vehicles for cross-center fertilization of ideas. However, during the most recent contract period, OIE reduced the number of these events because of budget limitations.

Quality and Effects of IETAC Services.

According to the majority of IETAC service recipients who responded to our survey, the IETACs are accessible, responsive, and skilled at locating and developing useful materials and other resources. This finding supports the claim of IETAC staff that all requests for services are answered --whether through an on-site visit, a telephone consultation, a written explanation, or some other means. Of those who reported that an IETAC helped them to change some aspect of their program, 54 percent changed their needs assessment procedures, 52 percent changed their program design, and 46 percent changed their evaluation design. Representatives of several national Indian education organizations and SEAs--all of whom are familiar with IETAC services--also report a positive view of IETAC staff and their work. They specified that IETAC staff are well informed and generally well regarded, accessible, and pleasant to work with.

Most service recipients who completed the survey and most of the representatives of state education departments and Indian education organizations with whom we spoke agree that the IETACs do what they do well. A key to improving the effectiveness of this high-quality technical assistance for Indian education, according to most of our interviewees, is to broaden the nature and scope of the IETACs' mandate to assist. Some specific recommendations for improving the IETACs' effectiveness include (1) permit and encourage the IETACs to address systemic changes in local schools and districts, not just Indian education in isolation; (2) reverse the rules and regulations that currently prohibit the IETACs from addressing some of the most pressing needs that face American Indian communities (e.g., awareness of alcohol abuse, community wellness issues); (3) allow for higher-intensity assistance than is currently provided; and (4) require wider dissemination of information about successful Indian education programs. Although the IETACs appear to be well positioned to serve as a catalyst for broad-based educational change and improvement, they have not yet taken on this role, in part because they and others have viewed this more complex and integrative function as falling outside the IETACs' contract mandate.

These perceptions of IETAC effectiveness square with the IETACs' own reports about their work. Their primary sources of feedback--personal interactions and workshop evaluation forms--suggest that their services are valued. Some IETAC staff pointed to the progress that some parent committees in their region have made and to improvements in the quality of the instructional materials now available in some districts. However, IETAC staff pointed out that they are not in a position to isolate and identify the effects of their work on grantees or on the students whom they serve. They explain that: (1) they have very limited contact with grantees (e.g., a single workshop or on-site visit, with little or no follow-up); (2) Title V programs are supplementary by design and are often not connected to the regular school program in most districts; and (3) there are many other intervening

programmatic variables that influence American Indian students. Although OIE program staff and IETAC staff members have a general sense that the IETACs have contributed to an improvement in the quality of Title V grant applications in recent years, many concur with the IETAC director who noted that "good applications do not necessarily mean good programs."

Approaches for Improving ED-Sponsored Technical Assistance

This study suggests that, in general, the IETACs are meeting the expectations associated with their assigned role; however this role is limited in scope. Policymakers may want to consider modifying this role in order to increase technical assistance providers' ability to contribute to more meaningful educational changes that will positively affect American Indian students. Several approaches for ED to consider that are likely to accomplish this goal are outlined below and expanded on in Chapter 4. In many cases, the new directions suggested are also relevant and potentially useful to ED-sponsored technical assistance providers who offer assistance to programs that target other groups of students (e.g., limited English proficient, migrant).

Roles and Responsibilities

1. ***Reassign grant application-related responsibilities***. This would allow technical assistance providers to concentrate their resources on helping service recipients to meet the instructional, curricular, and developmental needs of their students. ED could accomplish this in one of two ways: (1) assign one or more centers to specialize in grant application assistance and respond to all requests for this type of assistance, thereby allowing other centers to devote their time and resources to responding to the other needs of grantees located in more than one region; or (2) pass this responsibility on to OIE and increase its staff size so that it can adequately respond to this need.

2. ***Direct technical assistance providers to offer more intensive assistance in improving the content of Title V programs (e.g., curriculum and informational materials, instructional approaches, and counseling practices)***. The problems of poor student achievement, alienated parents, inadequately prepared school staff, and resource-starved school districts can only be effectively addressed through sustained, long-term assistance. The IETACs' limited resources are thinly stretched, and the current pattern of brief, one-time-only assistance events that most IETAC service recipients receive is unlikely to be effective in improving education programs for American Indian students.

3. ***Direct technical assistance providers to help promote in the mainstream operations of schools and districts, the integration and institutionalization of teaching practices and materials that are effective with American Indian students***. Several IETAC staff members reported that American Indian students often spend time in classrooms that lack culturally appropriate curriculum, and that they often interact with teachers and fellow students who are hostile or insensitive and who display a general lack of cross-cultural understanding. Technical assistance providers could help to address these problems by promoting a more integrated approach to Indian education. They could help Title V grantees to integrate their projects with general school programs and the wider school environment, and they could contribute to schoolwide and districtwide improvement initiatives by helping teachers and administrators develop new programs and structures that address the needs of their American Indian students.

4. ***Authorize technical assistance providers to be more proactive in their relationships with Title V grantees, and require that grantees seek IETAC assistance when particular needs or areas of weakness in their project have been identified by ED or the IETACs***. Because of their close contact with grantees, the IETACs are often the first to become aware of which local projects are particularly weak, which are blatantly out of compliance, and which have internal conflicts that have prevented them from requesting assistance. By authorizing (1) the IETACs to initiate contact with school districts and Title V project personnel, or (2) requiring that grantees seek IETAC services when needed (e.g., by making it a condition for future funding) policymakers could enable the IETACs to positively affect the weakest projects in their region. The second option, while taking a stronger stand on the provision of assistance, has the possible disadvantage of placing the IETACs in a new and perhaps unwelcome role--that of a mandated intervention rather than an invited helper.

5. ***Organize technical assistance to develop the capacity of communities to address some of their own local needs.*** Technical assistance providers could assist Indian educators within SEAs, LEAs, tribal colleges, and other local institutions to address local parent committee training needs. The IETACs could also provide training in conflict mediation and team building where necessary. Not only would this allow the IETACs to devote more of their time to other areas of need, but these local personnel would be in a better position to offer the kind of long-term follow-up that is necessary for real change and improvements to occur.

6. ***Organize technical assistance to encourage and facilitate the building of partnerships and networks among Title V projects and organizations in local communities (e.g., tribes, businesses, health care and social service providers) for the purpose of sharing information, and locating and directing additional resources to meeting the multiple needs of American Indian students.*** Based on information provided by IETAC staff members and representatives of Indian education organizations and SEAs, and on comments written in the surveys by several Title V directors, it is apparent that many Indian education projects need additional resources to more effectively meet the needs of their students. Through the establishment of partnerships and linkages between grantees and local organizations, some of these needs can be addressed. Technical assistance providers should work to increase awareness of locally

available resources and offer guidance on how these resources can be effectively integrated into service recipients' programs in order to increase their impact.

7. ***Fund each technical assistance provider to develop and carry out research projects that address questions that are important in their own regions, and that are also relevant to the broader American Indian education community.*** The IETACs have close, ongoing relationships with Indian students, parents, and educators in every region of the country. With additional resources and an appropriately trained staff, they could take advantage of their proximity and access to American Indian students and institutions (e.g., tribal colleges) to contribute to a national American Indian education research agenda by conducting studies on a range of topics that are of interest to educators (e.g., a broad-based study of American Indian children's learning styles and their effects on student assessment). In addition, the six regionally based centers could disseminate research findings nationwide.

8. ***Permit some specialization of functions across centers, coupled with more active coordination among the centers***. The existing duplication of effort across the IETACs could be lessened by encouraging the centers to pool their resources in such functions as materials development. Taking this coordination a step further, particular centers could develop special expertise in one or more issues (e.g., adult education, curriculum development) and then act as resources to the other centers. Such specialization could go hand-in-hand with the development of closer collaboration across the network of centers that serve the same program and would help to expand the notion of collaboration beyond information sharing to include the exchange of products and training materials. This concept of specialization coupled with increased coordination and collaboration may be extended to include all federal technical assistance programs. For example, a technical assistance provider who is knowledgeable and familiar with an issue cutting across several different programs could provide help in these areas to service recipients in various programs.

Internal Operations

9. ***Expand the use of technology in order to more effectively meet the needs of Title V grantees and potential grantees.*** The creation of a computer-accessible database of documents related to Indian education for use by educators, parents, and students would facilitate the dissemination of needed materials and information to local communities. Another possible use of technology involves the development of training videos that address some of the more frequent and standardized requests of grantees (e.g., steps to follow in conducting a needs assessment, or a guide for developing program objectives). A team of OIE staff, technical assistance center directors, and experienced Title V administrators could preview each video to ensure that all relevant questions and issues are adequately addressed. A document providing information on subsequent modifications could be published annually and disseminated to each grantee in order to keep video information from the centers current. The telephone conferencing capabilities of IETAC service recipients could also be used more effectively. Assistance providers could schedule and organize telephone conference calls

among groups of grantees who might benefit from the opportunity to network with others or to discuss issues of mutual concern.

10. ***Require the provision of professional development in all areas relevant to the technical assistance providers' work (e.g., curriculum development, issues in adult education, conducting a needs assessment) in order to build the capacity of center staff.*** There is an ongoing need for state-of-the-art knowledge in all aspects of education among IETAC staff, particularly as it relates to the unique cultural and academic needs of American Indian students. However, the average amount of time devoted to formal professional development in 1992 was one day per staff member, the minimum amount required under the IETAC contract at that time. (Under the terms of the new, interim contract, the number of days for staff development has been increased to five.) Although the nature of IETAC work makes protecting time for study, reflection, and planned change difficult, it is essential that sufficient time be made available, given the rapid pace of knowledge development in education and related fields.

11. ***Require technical assistance providers to demonstrate staff skills appropriate to any addition to their mission.*** The skills needed for helping local educators understand Title V regulations and complete a grant application are different from those needed to conduct research, or to work through the complex issues associated with overhauling a school system to improve education for American Indian children and adults. Any changes in the role of a technical assistance provider would require staff who possess a combination of breadth and depth in knowledge and skill in many areas--a team that includes both generalists and specialists. Perhaps more important, it would also require a staff who demonstrate acumen in sustaining relationships with the power brokers and gatekeepers in schools, districts, and communities.

Relationships With ED and OIE

12. ***Change the accountability measures that govern technical assistance operations and reporting procedures to emphasize the provision of more intensive services that are geared towards achieving real program improvements.*** ED could significantly influence and shape the work of all technical assistance providers by modifying current accountability requirements. The current measures emphasize racking up numbers of contacts with service recipients--through mailings, telephone calls, and face-to-face visits. However, this emphasis on broad coverage runs counter to the intensive and sustained attention that is needed to help service recipients make fundamental and lasting improvements in education for the students whom they serve. A federal focus on long-term improvement might prompt technical assistance providers to target services to fewer service recipients and to build in opportunities for continuity and follow-up in their relationships with clients. Under these conditions, a different set of accountability measures would be required: measures that would reflect this move to a more high-intensity-low-coverage approach to technical assistance.

13. ***Modify the reports that assistance providers produce so the connections among goals, activities, and outcomes are evident.*** Although many technical assistance programs require individual assistance centers to conduct an evaluation of their services, the reports that are currently produced shed little light on the impact of assistance activities on service recipients (Haslam et.al., 1994). They tend to focus on compliance issues rather than the quality of the services that have been provided and the contributions to the institutions and organizations assisted. While the monitoring of contract compliance cannot be ignored, new reporting requirements that provide clearer evidence of the link among goals, activities, and outcomes are essential. Indicators that could be aggregated across the entire program would mirror the elements of accountability suggested above. Important features of such indicators would be the inclusion of measures of continuity and interaction in service relationships and of the effects on the education of American Indian students.

14. ***Create formal opportunities for the exchange of more meaningful information between technical assistance providers and OIE.*** Currently, the relationship between OIE and the IETACs focuses overwhelmingly on minutiae. Although the centers frequently include suggestions for improving services in their reports, they indicate that they receive no feedback from OIE. Strategies for achieving the shared, overarching goal of enhancing Indian education programs and the services received by American Indian children are rarely, if ever, discussed. Ongoing communication that serves to clarify each organization's goals, roles, and responsibility vis a vis (1) each other, (2) Title V grantees, and (3) the students served by these projects may help to uncover new ways in which each organization can further facilitate and enhance the efforts and accomplishments of the other, as they seek to achieve their shared goals. In addition, the success of efforts to change accountability and reporting requirements will depend on frequent and substantive communication between technical assistance providers and their program officers. For this to occur, the avenues for communication among staff from OIE's grants management and program operation offices and technical assistance providers must be formalized by the creation of occasions that facilitate the exchange of information (e.g., regularly scheduled telephone conferences, periodic meetings).

Reorganization of Technical Assistance

15. ***American Indian staff who have a personal knowledge of American Indian cultures and languages should be adequately represented within organizations that provide technical assistance services to organizations, schools, and LEAs that serve American Indian students.*** IETAC staff members believe that their personal connections with Indian culture are a key to their success in working with Indian tribes and schools and Title V parent advisory committees. Many traditional American Indian educators and community members say that knowledge and respect for American Indian history, art, traditions, and spiritual life are essential traits in the individuals who help them improve the educational and job opportunities for their children. Several IETAC staff reported that, without this shared identity and cultural understanding, their ability to deliver technical assistance services would have been greatly diminished.

16. ***Ensure that the interests of American Indian students, who represent a very small proportion of the total number of students who are served by programs that receive technical assistance services, are protected and promoted under any new configuration of technical assistance***. Large numbers of non-Indian students are served by programs that receive assistance from the Chapter 1 Technical Assistance Centers, Drug-Free Schools and Communities Regional Centers, and other technical assistance providers. IETAC staff and other American Indian educators are concerned that the unique cultural needs of American Indian students might be overlooked under any other system for delivering technical assistance. To ensure that this does not occur, efforts must be made to involve American Indian educators at all levels of planning, organization, and implementation of any new arrangement for the delivery of technical assistance.

I. INTRODUCTION

This report presents findings from an evaluation of the Indian Education Technical Assistance Centers (IETACs), which are supported by the U.S. Department of Education (ED). The IETACs assist grantees under the Indian Education Act as well as other education agencies, tribes, and communities engaged in efforts on behalf of the education of American Indians and Alaska Natives[1].

This evaluation was conducted between May 1993 and July 1994. During this period, the IETACs' three-year contracts expired; their operations continued, with some modifications, under interim funding arrangements; and the reauthorization of the Elementary and Secondary Education Act (ESEA) moved into its final stages, bringing the prospect of significant changes in the structure of federal technical assistance.

When the IETACs' contracts expired in November 1993, they were extended, first for six months, and then for three additional months (until August 1994), in anticipation of the changes expected with the reauthorization of ESEA. When it became apparent that reauthorization would not occur before the extended contracts expired, a Request for Proposals (RFP) was issued and organizations were invited to compete for a new nine-month interim contract (September 1, 1994 - May 31, 1995). As a result of the timing of these events, some of the observations that are made in this report do not reflect the contractual changes that have already modified some roles and responsibilities of the IETACs. For example, under the new interim contract: (1) four additional days are provided for IETAC staff development; (2) the centers are required to integrate Goals 2000 into workshop themes; (3) application-related assistance is de-emphasized; and (4) the importance of staff development for LEAs is underscored.

Although new developments have changed and will change the structure and operation of the IETACs from that which was studied during the past year, the findings of this evaluation suggest ways of improving federal technical assistance, regardless of its configuration or focus. For example, most IETAC service recipients find the IETACs accessible, responsive, and capable of meeting stated needs and requests. However, while the IETACs are typically good at what they do, their role is rather limited in scope. We found that: (1) there is little or no opportunity for sustained, long-term assistance; (2) the help that is requested--and therefore provided--is often geared toward addressing managerial and administrative concerns (e.g., completing the grant application) rather than the

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[1] In this report, the term "American Indians" will generally refer to both American Indians and Alaska Natives.

substance of educational programs; and (3) the IETACs often assist individuals and projects in isolation from regular school programs. For these and other reasons expanded on in this report, the IETACs have had limited effects on the overall quality of Title V projects and little opportunity to influence the kinds of changes that are likely to have a lasting, positive effect on American Indian students' educational services and academic achievement.

Our description and analysis of the strengths and weaknesses associated with the design and operation of the IETACs under their 1991–93 contract have enabled us to identify several important features of effective technical assistance for educators serving American Indian students. The policy options presented here can be broadly applied to any newly authorized configuration of technical assistance sponsored by the U.S. Department of Education (ED).

Background and Purpose of the IETACs

The Indian Education Act (IEA) was originally enacted in 1972 (P.L. 92-318). It sought to improve educational opportunities for American Indians, and to promote self-determination for American Indian communities by creating a decisionmaking role for parent committees in their children's education systems. In recognition of the special educational needs of American Indians, the act authorized funding for educational programs designed to address these distinctive needs (U.S. Office of Education, 1979). The act also authorized the Office of Education to contract with agencies, institutions, and Indian tribes to disseminate information concerning education programs, services, and resources available to American Indian students (ED, 1991[a], p. 11).

During the early implementation of the act, the Office of Education discovered that many of these newly funded projects were encountering recurring problems in several areas. For example: (1) many evaluations were conducted in a cursory or haphazard way and therefore did not produce substantive data that could be used to improve the projects; (2) grantees often lacked the experience and knowledge necessary to manage the projects well; (3) parent committees were ill equipped to participate fully in project planning and administration; (4) project quality varied widely, with some projects not addressing either the goals of the act or local educational needs; and (5) project staff experienced difficulties in locating information on educational practices and approaches that were effective with American Indian students (Office of Education, 1979).

To address these emerging problems, Congress amended the Indian Education Act (P.L. 100-427, Section 1150[c][1]) to authorize five regional centers to assist the grantees in developing and implementing projects. Under the current act, as reauthorized in 1988 (Part C, Section 5321e), ED is

authorized to establish regional technical assistance centers by entering into grants or contracts with public and private agencies and organizations; state education agencies (SEAs) in states with more than 5,000 American Indian students enrolled in public elementary and secondary schools; and American Indian tribes, institutions, and organizations. Currently the centers are all funded under contracts with ED.

The purpose of these centers is to assist local educational agencies (LEAs), Bureau of Indian Affairs (BIA)-operated schools and BIA contract schools, Indian tribes, Indian organizations, and parent committees in improving their Indian education programs by: (1) providing information on strategies and techniques in program evaluation; (2) providing technical assistance in program planning, development, management, implementation, and evaluation; and (3) coordinating, developing, and disseminating information concerning all federal education programs affecting American Indian children and adults, including information on successful practices, models, and projects designed to meet the educational needs of American Indian children and adults (ED, 1991[a], p. 11).

Projects funded under the Indian Education Act of 1988 provide services to students at all educational levels--preschool, elementary, secondary, postsecondary, and adult education. Project activities include the preservation of American Indian languages, bilingual education, tutoring in basic skills, teacher training, literacy development, drug and alcohol use prevention education, gifted and talented education, computer instruction, and career development (ED, 1991[a], p. 12). The IETACs assist grantees and potential grantees in each of the following main categories:

- ***Subpart 1***: Grants to LEAs--which include both ***formula*** grants to public schools and competitive ***discretionary*** grants to Indian-controlled schools;
- ***Subpart 2--Discretionary***: Special programs for improvement of opportunities for Indian children--which include programs that improve educational opportunities for Indian children, special teacher training programs, and fellowship programs that allow Indian students to pursue graduate and professional degrees; and
- ***Subpart 3--Discretionary***: Special programs for adult education for American Indians.

Currently there are six IETACs serving the following geographic areas of the country (Appendix A): the eastern region (Center I); the northern plains region (Center II); the northwestern region (Center III); the southwestern region (Center IV); the southern plains region (Center V); and Alaska (Center VI). Center VI, the newest center, was established in 1991 to increase the accessibility of technical assistance services to the widely dispersed grantees and potential grantees in

that state. Before this, Alaska had been included in Center III's service region. Each center endeavors to achieve the goal of "improving the quality of Indian education applications and implementation of successful applications" (ED, 1991[a], p. 18) through on-site visits; telephone consultations; center-sponsored workshops; seminars; and the dissemination of materials and information on education resources, services, and programs. The IETACs also provide assistance on special topics, including culture-based curriculum development, strategies for enhancing student discipline and self-esteem, and adult literacy.

Evaluation Goals and Design

The goals of this study were to examine and assess the services provided by the IETACs, identify factors that influence their effectiveness, and develop appropriate policy options that would help to achieve improvements where they are needed. To meet these goals, we organized our data collection around several key questions: (1) whom do the IETACs serve and what needs do service recipients experience? (2) what types of services do the IETACs offer? (3) how are the IETACs staffed? (4) what accountability measures govern IETAC operations and reporting procedures? (5) what types of relationships do the IETACs have with other technical assistance providers, Indian organizations, LEAs, SEAs, Office of Indian Education (OIE), and each other? and (6) what have been the effects of IETAC services?

This final report presents information gathered through the following activities that were conducted between May 1993 and July 1994:

- A review of reports, training materials, studies, and other IETAC-related documents produced by ED and the centers,
- A review of current literature on the condition of Indian education and on technical assistance in education,
- Telephone interviews with representatives from selected national and state Indian education organizations and SEAs,
- Site visits to the six centers, including interviews with all directors and most staff members; on-site visits and observation of workshops; and collection of relevant documents,
- Interviews and other discussions with Office of Indian Education (OIE) personnel who are familiar with the Title V projects and the IETACs, and

- A mail survey of more than 700 IETAC service recipients and potential service recipients around the country.

The telephone interviews were conducted with representatives from nine Indian organizations and SEAs who are deeply involved in Indian education and are knowledgeable about the issues facing Title V grantees and potential grantees locally and nationally. They provided information on the relationship between their organizations and the IETACs, the demand for IETAC services in the Indian education community, and their perceptions of the effectiveness of IETAC services.

Visits to the IETACs took place from August through October 1993. Two members of the evaluation team spent four or five days in each region. At each site we interviewed IETAC staff and consultants and examined a wide range of documents produced by the center (e.g., newsletters, monthly and annual reports, training and curriculum materials). We observed at least one on-site training or workshop session in each region and met informally with several Title V grantees at each of these events.

Discussions and interviews were also conducted with several OIE staff members at key junctures in the study: (1) at the very beginning of the study when we met with ED staff to review our study plan; (2) following the preliminary analysis of our findings--after the document review, telephone interviews, and site visits had all been completed; and (3) at the end of the study, following the administration of the survey--after all the study data had been collected. These discussions were useful in helping us to refine our interview and survey questions, interpret our findings, and gain a more complete understanding of the context in which the IETACs and Title V grantees operate.

Sample Selection and Survey Administration

Various categories of survey respondents were included in our sample. Throughout this report these categories are defined as follows:

Potential grantees. Any school, LEA, institution of higher education, Indian tribe, or organization that is eligible to apply for a Title V grant but does not currently have one.

BIA schools.[2] BIA schools are grouped into two categories: (1) BIA-operated schools and (2) BIA-funded schools (i.e., BIA-contract, BIA-grant, and BIA-cooperative schools which receive funds from the BIA but are not operated by the BIA).

Formula grantees. These include: (1) public school districts with Title V formula grants; (2) BIA schools with Title V formula grants; and (3) BIA schools that are eligible to apply for Title V formula grants but do not currently have them. All formula grantees and potential formula grantees are eligible to receive IETAC assistance, although not all have done so.

Discretionary grantees. This category includes: (1) all public school districts, institutions of higher education, Indian tribes, Indian organizations, and BIA-funded schools that currently have discretionary grants; and (2) Indian tribes and organizations that are eligible to apply for discretionary grants, but do not currently have them. All are eligible to receive IETAC assistance, although not all have done so. State education agencies (SEAs) are included in this category also. Although they are not potential grantees, they do work on statewide Indian education issues and receive assistance from the IETACs periodically.

Our survey of IETAC service recipients and potential service recipients--those who are eligible to receive assistance but have not yet done so--was conducted in May and June 1994. Our sample, which was drawn from mailing lists provided by each IETAC, included Title V grantees who had received awards in 1992–93 and 1993–94 as well as potential grantees. During our site visits in the fall of 1993 we asked IETAC staff to identify the following groups on their mailing lists: (1) formula grantees; (2) discretionary grantees; (3) BIA schools; and (4) potential grantees. We were unable to verify the accuracy or completeness of these mailing lists because a mailing list of current Title V grantees was unavailable from OIE.

Surveys were mailed to the 59 discretionary grantees and 90 BIA schools identified on the mailing lists provided by the centers. In keeping with the study design, a random sample of 500 formula grantees was drawn from the remaining 1,118 school districts on the mailing lists. In addition, a sample of 65 SEAs and Indian tribes and organizations was drawn from the list of 150 SEAs, Indian tribes and Indian education organizations that were included on the IETAC mailing list.

As the completed surveys were returned to us and analyzed, it became apparent that our mailing lists of discretionary grantees and BIA schools were incomplete (e.g., we later learned that

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[2] BIA schools became eligible to participate in OIE programs when the Indian Education Act was reauthorized in 1988.

several BIA schools that were ***potential*** grantees were not included on the IETAC lists) and some discretionary grantees and BIA schools had not been accurately identified as such on the lists. Several survey respondents who had been included in our sample of non-BIA formula grantees indicated on their completed surveys that they were discretionary grantees or BIA schools.

A total of 48 surveys were returned to us from individuals who indicated that they had discretionary grants; 37 of these had been identified as discretionary grantees on the mailing lists but the others had not. Because we do not have an accurate figure for the total number of discretionary grantees, we are unable to provide information on either the percentage of all discretionary grantees who were included in our sample or the percentage of all discretionary grantees who responded to our survey. According to OIE, there were 89 discretionary grants in 1993-94. Although this provides some indication of the approximate number of discretionary grantees, the actual number of individual grantees would be fewer than 89 because a single organization, school, or tribe may receive two or more of these grants.

Similarly, a total of 99 surveys were returned to us from individuals who identified their schools as BIA schools: 67 of these had been among the 90 schools so identified on our mailing lists. A subsequent telephone call to the BIA revealed that for the 1993-94 school year there were actually a total of 184 BIA schools around the country. The proportion that have Title V grants is unclear.

Although the number of survey respondents is higher that we originally expected for BIA schools and discretionary grantees, we cannot claim that these respondents are statistically representative of all BIA schools or all discretionary grantees because our original sample was neither the entire population of these two groups (as we had originally intended) nor a random sample drawn from the pool of BIA schools and discretionary grantees. However, because the demographic characteristics of the BIA schools varied little, we determined that our sample of BIA schools could be considered representative of the BIA school population.

All of our survey data were organized and analyzed according to the self-identification provided by the survey respondents. From among the school districts with formula grants, we received 355 of the 500 surveys that were mailed out--a response rate of 71 percent. Based on recommendations from OIE, we placed the BIA-operated and BIA-funded schools in either the formula or discretionary grantee populations, depending on the type of grant they indicated they have received. All BIA schools in our sample that do not have a Title V grant were placed in the formula grantee sample because they are potential formula grantees. With the addition of BIA-operated and BIA-funded schools into the formula grantee sample, the total number of formula grantees in our sample increased to 442. The public school districts and BIA schools in the formula grantee sample

were then weighted to reflect their actual proportions in the total population. (See technical appendix.) As a result, all references to sample size in our tables reflect these weights.

As noted before, the BIA-funded schools that have discretionary grants were included in the discretionary grantee population. With the addition of these schools and the SEAs, the number of those included in our sample of discretionary grantees and potential discretionary grantees increased to 73.[3] The discretionary grantees were not weighted because we were unable to determine the total number of potential discretionary grantees.[4]

Of the 727 surveys mailed out, 516 were completed, giving us an overall response rate of 71 percent. Although the majority of completed surveys were mailed to us by respondents, we were able to increase our response rate from 40 percent to 71 percent over a two-week period by calling potential respondents and completing their surveys over the telephone. The telephone conversations with some survey respondents revealed that many were overwhelmed by a large number of surveys "from Washington and everywhere else" during the period in which our survey was administered. In fact, one respondent indicated that she had received a total of 30 different surveys in recent months. In addition, the end of the academic year is traditionally a very busy time for school personnel. Several potential respondents told us that getting their jobs done took priority over completing the survey. Finally, several Title V directors had already left for their summer vacations when the survey was administered, and could not be contacted.

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[3] One respondent did not answer the appropriate survey questions to allow us to place it in either category.

[4] The number of potential discretionary grantees is quite large because it includes Indian tribes, Indian organizations, tribal colleges, and universities, in all regions of the country.

II. CONTEXT AND OPERATIONS OF IETAC ASSISTANCE

In this chapter, we identify whom the IETACs serve, the needs they address, the services they offer, the characteristics and qualifications of their staff, and their relationships with other organizations and institutions.

Characteristics of Service Recipients and Potential Service Recipients

Figures provided by OIE indicate that there were 1,182 formula grants and 89 discretionary grants during the 1993-94 school year (including grants to BIA and BIA contract schools). Not surprisingly, the majority of IETAC service recipients are LEAs that receive formula grants, and discretionary grantees represent a much smaller proportion of service recipients. Unlike formula grantees, discretionary grantees are not eligible for assistance in developing their applications; however, some discretionary grantees do seek IETAC assistance with program management, needs assessment, and evaluation. BIA-operated schools are eligible for formula grants or cultural enrichment discretionary grants. However, no BIA-operated school in our sample indicated that it had a discretionary grant. BIA-funded schools are eligible for formula and discretionary grants. Of the BIA-funded schools in our sample, nearly two-thirds (62 percent) of those with Title V grants have formula grants and 38 percent have discretionary grants.

All formula grantees and potential formula grantees are public school districts or BIA schools (table 1). Among the discretionary grantees and potential discretionary grantees that responded, 35 percent are Indian organizations, and smaller percentages are Indian tribes, BIA-funded schools, public school districts, and institutions of higher education.

OIE grant recipients are typically located in rural areas (table 1). Three-quarters of the survey respondents are in a rural area--45 percent off reservations and 30 percent on reservations. Discretionary grantees are more likely to be on the reservation while formula grantees are more likely to be located off the reservation.

Table 1

Demographic Characteristics of Survey Respondents

Demographic Characteristics	Total	Formula Grantees	Discretionary Grantees
Type of Institution	(n=515)	(n=442)[5]	(n=71)
Public school district	76%	87%	11%
BIA school	6	7	0
BIA contract school	7	6	15
Institution of higher education	2	0	11
Indian organization	4	0	29
Indian tribe	2	0	15
State education agency	3	0	19*
Urbanicity	(n=497)	(n=431)	(n=66)
Urban	25%	24%	27%
Rural--nonreservation	45	48	26
Rural--reservation	30	28	47
Percentage of Students Eligible for Free or Reduced-Price Lunch	(n=347)**	n=331	
25 percent or less	11%	11%	
26 to 50 percent	27	27	Not Applicable***
51 to 75 percent	27	27	
76 to 99 percent	27	26	
100 percent	10	8	

Table reads: Seventy percent of all survey respondents are public school districts.

* SEAs are not eligible to receive discretionary grants; however, they are included in our sample because they sometimes seek IETAC assistance as they attend to statewide Indian education issues.

** Includes only those grantees serving student populations.

*** Many of the institutions that have discretionary grants (e.g., colleges, tribal organizations) serve an adult population that is ineligible to receive free or reduced-price lunch.

Note: Percentages may not total 100 due to rounding.

[5] Includes actual and potential grantees in each category.

On average, the Title V projects in our survey have been funded for 12 years. One-fifth (20 percent) have been funded for fewer than five years, and 40 percent have been funded for more than 15 years (table 2). The remaining 40 percent are fairly evenly distributed across years 5 through 15. On average, formula grantees have been funded for the longest period--13 years--versus 7.5 years for discretionary grantees.

The average Title V grant award is $66,491. However, 40 percent of grant recipients receive less than $25,000 (table 2). Only 19 percent reported that they receive more than $100,000. The average grant award among the discretionary grantees ($155,000) is nearly three times larger than the average award made to the formula grantees (approximately $57,000).

On average, Title V program directors in our survey have worked in this capacity for six years. They usually wear at least two hats--only 10 percent said they had no responsibilities beyond the Title V grant (table 3). Forty-three percent are federal program coordinators, 18 percent are principals, 15 percent are counselors, 10 percent are teachers, and 8 percent are superintendents. Those who administer Title V funds also work with a number of other federal program. In fact, more than half (51 percent) of the individuals who indicated that they are federal program coordinators also work with the Chapter 1 basic program, and approximately one-third work with Johnson-O'Malley (42 percent), special education (22 percent), and Impact Aid (32 percent).

During our site visits, some IETAC staff members suggested that these multiple job responsibilities might contribute to the relatively high turnover rate among those in this position. Our survey data indicated that 58 percent of the 363 Title V directors who answered this question have been Title V directors for less than five years (table 2). Title V directors of formula grant projects--287 of whom responded to this question--tend to have more experience than their counterparts in BIA-funded schools or those who direct discretionary grant programs. Title V directors of formula grants have spent, on average, 6.5 years as Title V director, with 22 percent spending more than 10 years in that capacity. Title V directors in BIA-funded schools--55 of whom responded to this question--have spent the least amount of time in their role--an average of 3 years--and only 4 percent have worked in that capacity for more than 10 years. A sizeable majority (86 percent) have spent less than 5 years as Title V director. Directors of discretionary grants fall in the middle: the 20 grantees who provided this information have spent, on average, 4.5 years in their role, and 10 percent have worked in this capacity for more than 10 years (table 2).

Table 2
Programmatic Characteristics of the Grant Recipients

Programmatic Characteristics	Total	Formula Grantees	Discretionary Grantees
Years of Title V Grant Funding	(n=386)	(n=339)	(n=47)
Less than 5 years	20%	16%	49%
5 to 10 years	19	18	21
11 to 15 years	21	22	15
16 to 20 years	30	32	11
More than 20 years	10	11	4
Amount of Title V Grant, 1993-1994	(n=404)	(n=365)	(n=39)
Less than $10,000	15%	16%	5%
$10,000 to $24,999	25	27	8
$25,000 to $49,999	24	25	15
$50,000 to $100,000	17	18	10
More than $100,000	19	15	62
Title V Director--Years of Service	(n=369)	(n=342)	(n=27)
1 year or less	18%	17%	30%
2 to 4 years	37	37	44
5 to 10 years	25	25	19
More than 10 years	20	21	7
Percentage of Indian Students Served	(n=398)	(n=380)	
50 percent or less	14%	15%	
51 to 75 percent	11	11	Not Applicable*
76 to 99 percent	15	16	
100 percent	59	58	
Primary Focus of the Indian Education Project	(n=434)	(n=385)	(n=49)
Supplemental academic tutoring for Indian students	57%	60%	29%
Cultural enrichment/Indian language classes	29	30	20
Counseling/career awareness	10	11	6
Staff development for teachers	1	1	0
Teacher preparation for preservice teachers	1	0	6
Adult education	4	0	33
Other (e.g., dropout prevention, family support services, chemical abuse prevention)	14	14	12

Table reads: Twenty percent of Title V grant recipients have received these grants for less than five years.

* An Indian tribe or organization may consider its clientele to be an entire tribe or its entire membership. The percent of Indian students served by the project could be very small.

Table 3

Additional Responsibilities of Title V Directors

Additional Responsibilities	Total	Formula Grantees	Discretionary Grantees
Other responsibilities in addition to Title V director:			
	(n=505)	(n=434)	(n=71)
Federal program coordinator	43%	46%	24%
Principal	18	21	3
Counselor or student advisor	15	16	10
Teacher	10	11	4
Superintendent	8	11	0
Paraprofessional/tutor	9	10	3
No other responsibilities	10	9	18
Those who are also federal program coordinators also work with the following:			
	(n=361)	(n=314)	(n=47)
Chapter 1 basic program	51%	56%	21%
Johnson-O'Malley	42	44	28
Special education	33	36	17
Impact Aid	32	36	11
Gifted and talented programs	25	27	15
Title VII, bilingual education	18	18	15
Chapter 1 migrant education program	12	13	6
Other (e.g., JTPA, McKinney, Perkins Act, Drug Free, Chapter 2)	30	29	34

Table reads: Forty-three percent of all Title V directors are also federal program coordinators.

More than one-half (57 percent) of those who have a Title V grant say that the primary focus of their Indian Education project is to provide supplemental academic tutoring for Indian students (table 2). About one-third (29 percent) identified their primary focus as providing cultural enrichment or Indian language classes to students, and 10 percent are focused on providing student counseling or career awareness. Formula grantees are more likely than discretionary grantees to offer the supplemental tutoring, while discretionary grantees are more likely to focus their efforts on adult education. Very few projects have focused their efforts at the teacher level--1 percent of projects

focus on staff development for teachers, and another 1 percent focus on teacher preparation for preservice teachers. A greater proportion (6 percent) of discretionary grantees are providing preservice teacher preparation.

Survey responses indicated that Title V projects serve a majority of the eligible Indian students enrolled in their school or institution (table 2). More than half (59 percent) of the formula grantees indicated that they serve the entire population of American Indian students enrolled in the school or institution served by their project, and an additional 27 percent serve more than half of their eligible American Indian student population. Formula grantees serve the largest number of students--an average of 319 students per project--while discretionary grantees serve, on average, 189 participants.[b]

The school districts and BIA-funded schools that are current or potential formula grantees serve a high percentage of students who live in poverty (table 1). Sixty-one percent of the actual and potential formula grantees reported that more than one-half of the students enrolled in the district are eligible for free or reduced-price lunch. Only 11 percent reported that fewer than 25 percent of students in their district were eligible for this service.

Local and Regional Needs

IETAC service recipients and potential service recipients are from diverse backgrounds and settings. In addition, they adhere to a wide range of cultural values, beliefs, and practices that are influenced by their tribal background and by other factors. Despite these differences, however, American Indian communities confront similar issues and problems that adversely affect teaching and learning.

To determine the needs for technical assistance experienced by grantees and potential grantees, we can begin by examining those needs that the IETACs have addressed--that is, the topics for which survey respondents have received some form of IETAC help. Next, we look at needs identified in other ways: (1) the areas of anticipated need described by potential (but not actual) IETAC service recipients; (2) the type of assistance that survey respondents have sought and received from other technical assistance providers; and (3) the needs identified by IETAC staff and others

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[b] This average does not include one discretionary grantee (an Indian education organization) that indicated it serves its entire membership of 6,000 people with its grant funding.

(e.g., Indian education organizations, American Indian researchers and educators) who are familiar with the general conditions and experiences that American Indian students and their teachers confront.

Seventy-two percent of all survey respondents indicated that they have received IETAC assistance--materials/information, on-site visits, and/or workshops--with grant applications (table 4). This finding suggests that this is one of the most important areas of need among Title V grantees and potential grantees. Not surprisingly, student assessment and evaluation, and program management--topics that are of crucial importance in a good grant application--were also areas in which large percentages (51 percent and 48 percent respectively) of survey respondents indicated they had received IETAC help. Grantee and potential grantees' preoccupation with this topic is understandable because the development of an acceptable grant application is the essential first step in the process of establishing a Title V Indian education program. The need for parent committee training is also a high priority: 46 percent of those who responded to our survey indicated that they had sought and received assistance in this area. Curriculum development, a topic for which 42 percent sought assistance, was the fifth most popular topic.

Thirteen percent of survey respondents who had heard of the IETACs indicated that they had never requested IETAC assistance, and 2 percent indicated that they did not know if someone else from their program had ever requested IETAC services. When asked to identify the ***most important*** area in which they would be likely to need assistance during the following school year, this group who had not (or did not know if they had) received IETAC assistance responded as follows:

- Thirty-eight percent identified topics related to grant application assistance (i.e., program design, program evaluation, conducting a needs assessment, and OIE checklist issues),
- Twenty-nine percent identified parent committee training issues (i.e., parent recruitment, parenting skills training, managerial issues, committee member roles and responsibilities, and conflict resolution), and
- Twenty-seven percent identified curriculum and instructional topics (i.e., academic curriculum development, cultural curriculum development, tutor training, staff development, and cultural awareness/sensitivity training for staff).

Table 4
Assistance Provided to IETAC Service Recipients Through Materials, Regional Workshops, or On-site Visits, by Selected Topics

In the past three years, have you or anyone else from your district/school received assistance from an IETAC in any of the topics listed below?[7]

Topics	*Percentage of Survey Respondents Who Received Assistance* (N=516)
Grant application assistance	72%
Student assessment and project evaluation	51
Program management	48
Parent committee training	46
Curriculum development	42
Cultural awareness/ sensitivity training for staff	39
Instructional training for teachers and tutors	29
Other	6

Table reads: Seventy-two percent of all respondents reported that they or someone else from their district/school received technical assistance from an IETAC through either receiving materials, participating in an on-site visit, or attending a regional workshop on grant application assistance within the past three years.

Sixty-three percent of respondents who have received IETAC assistance reported that they have sought assistance from other agencies and organizations as well. An analysis of the data they report provides some additional insight into existing needs. The three most popular issues for which these service recipients have sought and received non-IETAC assistance are: schoolwide change, research on effective instructional techniques, and student assessment/program evaluation strategies

[7] Questions posed in each table are not necessarily identical to those on the survey. In some cases they reflect a summary of two or more actual survey questions.

and methods (table 5). Although we did not explore the reasons behind respondents' decision to seek help from other sources, the data do suggest that these topics are of importance to them, and the demand for help in these areas may in fact exceed the resources and/or expertise of the IETACs.

Table 5
Topics on Which Other Providers Have Provided Technical Assistance

In the past three years, have you or anyone else from your district/school received assistance from any other technical assistance provider, in any of the topic areas listed below?

Technical Assistance Topic	*Percentage of Those Seeking Assistance from Providers Other than IETACs* (n=249)
Implementing schoolwide change	60%
Research on effective instructional techniques (e.g., cooperative learning)	57
Information on OIE grant application requirements	51
Student development topics (e.g., career awareness, counseling, self-esteem)	51
Student assessment/program evaluation strategies and methods	50
Project design, development, management, and implementation	43
Teaching Indian culture/Native languages	40
Indian parental training and involvement	35

Table reads: Among those respondents who have received assistance from providers other than IETACs, 60 percent have received assistance on the topic of implementing schoolwide change.

The needs identified in our interviews with IETAC staff mirror many of the needs that are directly and indirectly revealed in the survey data. Although they described many of the specific service needs that they had observed among Title V grantees, IETAC staff were also inclined to describe and discuss the conditions and contexts within which many Title V projects operate, and to highlight some of the external challenges that grantees and potential grantees face. The list below outlines those needs that were mentioned most frequently and were considered by IETAC staff to be particularly significant obstacles to the improvement of Title V projects; it is not a comprehensive list of all the educational needs mentioned.

- ***Improved relationships between some American Indian communities and LEAs and SEAs.*** The director and staff at one IETAC reported that most of the states within their region are "indifferent or hostile" to Indian education needs. Another IETAC director described the relationship between the public schools and the Indian community in that region as "antagonistic, distrustful, and lacking respect." Conflicts between local school boards and parent committees diminish the ability and willingness of Indian parents and other community members to become involved in their local education programs, and these conflicts further alienate Indian students. Because the IETAC staff members are familiar with local issues and concerns, and are knowledgeable about the rules and regulations that govern Title V, they are viewed by many grantees as potential mediators, despite the terms of their contract prohibiting them from filling this role.

- ***Frequent training of Title V project staff.*** The turnover rate among Title V staff is high--57 percent have been in their position for fewer than five years and 19 percent for less than a year. Experienced project directors tend to leave for further educational opportunities, to take other administrative jobs, to work for some other Indian education organization, or to combat burnout. New Title V program staff are often teachers or counselors who have little, if any, experience running federal programs. As a result, the IETACs must address the same issues repeatedly in their workshops each year. The need for ongoing training of project staff in completing grant applications and in all aspects of project management is particularly great.

- ***Increased parent involvement.*** Training parents to become more involved in their children's education is a fundamental need in all IETAC regions. Nearly half of Title V grantees have approached the IETACs for assistance with their parent committee training. School districts often do not know how to overcome the obstacles to increased parent involvement (e.g., language barriers and parents' historically poor relationships with schools), and some American Indian parents lack an understanding of current school culture and rules. The requirement that each Title V grantee have a parent committee encourages some American Indian parents to become more involved in the education process; however, most are not aware of their rights in the education arena and must receive intensive training in order to become full and equal participants in school decisionmaking.

- ***A clearer understanding of the dynamics and impact of culture in education***. Many educators and school administrators who teach American Indian students and manage schools with large numbers of American Indian children have little or no training in how to work with students from different cultural backgrounds, and no knowledge of American Indian culture in particular. They have difficulties relating to both students and parents.

- ***Culturally related academic materials***. The IETACs reported an increased number of requests for cultural materials that are both nonracist and nonstereotypical. In addition, many projects request materials that are specifically relevant to local tribes.

- ***Clarification on the relationship between the cultural and academic needs of American Indian students***. Increasing requests for culturally appropriate materials have led to an emerging issue--the need to clarify the relationship between the cultural and academic needs of American Indian children. The original Act mentioned that projects should meet "the special educational needs" of American Indian students, and the later amendment changed the wording to "culturally related academic needs." Observations of workshops and informal interviews with selected participants suggest that some grantees are unclear about the differences among: (1) direct teaching or transmission of American Indian culture, meaning American Indian culture as the subject of instructional lessons; (2) the strategic use of information about American Indian culture to more effectively teach academic skills and behaviors; and (3) knowledge of American Indian culture as a means for more effective communication with American Indian children and their families. Many schools and communities are debating the importance of cultural versus basic education. Some educators and parents believe that teaching culture is an important end in itself because many American Indian students have lost their sense of identity; others see teaching culture as a "waste of time" and believe the focus should be on basic academics and core subjects. Few seem to understand that an emphasis on cultural education and basic academics do not have to be mutually exclusive.

- ***A national American Indian education research agenda that includes the collection of materials, statistics, and other data that will inform education improvement efforts***. Representatives from several of the organizations we interviewed lamented the absence of education research that has included Indian students. They offered several suggestions for a research agenda that could contribute to meeting current needs. For example, researchers could: (1) measure and report on the effectiveness of various educational approaches with Indian students in particular; (2) develop and disseminate research and resource materials that could be used by educators during their training and with their students; and (3) promote American Indian and Alaska Native perspectives in current systemic reform and schoolwide change initiatives.

In our telephone interviews, representatives of other agencies and organizations (e.g., SEAs, Indian education organizations) confirmed that many of the needs described above are evident in many American Indian communities. In addition, these and other needs were identified by those who participated in the discussions and testimony surrounding the meetings of the Indian Nations at Risk

task force and the White House Conference on Indian Education. These needs, which are summarized in our review of the literature (Funkhouser, Laguarda, & Panton, 1993), include:

- Staff training and education that would eliminate certain behaviors among school personnel that are detrimental to the achievement and progress of American Indian students (e.g., the tendency to relegate American Indian students to low-ability tracks, or to misdiagnose and inappropriately place American Indian students who have experienced language and other cultural adjustment problems),
- Culturally relevant and accurate information and curricular materials,
- Dropout prevention programs and other support services for American Indian students that serve to encourage and inspire them to succeed academically,
- Attention to individual and community health issues (e.g., nutritional deficiencies, alcoholism, teenage pregnancy, high suicide rates),
- Partnerships and linkages among schools, parents, tribes, universities, business and industry, and health and social services so that there can be a holistic approach to addressing the multifaceted, yet interrelated needs of American Indian students, and
- Additional financial support for American Indian education programs that would enable local schools and districts to muster the resources to address the factors and conditions that contribute to the severe problems of low academic achievement and high dropout rates (e.g., purchase library materials and computers and other technologies, hire additional counseling staff).

Deep-rooted and complex problems exist within American Indian education--many of which are beyond the current scope of the IETACs. In the following section we highlight those problems and issues that the IETACs do address, and we describe the means by which they meet some of the needs of their service recipients.

Services and Operations

The IETACs deliver a variety of services to Title V grantees and potential grantees. Under the terms of their 1991–93 contract[5], the IETACs were required to perform seven specific tasks that may be summarized as follows:

> ***Task 1***: Develop materials and provide information and training--through technical assistance and workshops--on evaluation strategies and methods and the planning and design of effective projects.
>
> ***Task 2:*** Provide technical assistance--preferably through site visits--in: (1) the planning and development or improvement of projects; (2) the establishment of an effective project management system; (3) the development of successful strategies to implement project designs; and (4) the application of project-appropriate evaluation methods.
>
> ***Task 3:*** Provide information services (e.g., through brochures and newsletters) on topics of interest and importance to Title V grantees and potential grantees.
>
> ***Task 4:*** Coordinate activities and share information and materials with OIE, SEAs, American Indian tribes and organizations, and other ED-funded technical assistance centers.
>
> ***Task 5:*** Provide regional workshops, conduct site visits, and disseminate material for formula grantees and potential grantees on a step-by-step review of formula grant applications.
>
> ***Task 6:*** Provide an opportunity for the center's professional staff to participate in staff development opportunities.
>
> ***Task 7:*** Provide OIE with a copy of all materials produced by the center and conduct an inventory of all materials produced.

Although these tasks are clearly delineated and their numerical order represents the priorities established by ED, there is a fair amount of overlap among them. For example, many of the topics for assistance under Tasks 1 and 2 (e.g., the development of a sound evaluation plan or project design) are elements of the preparation of good formula grant applications, which is specifically and more directly addressed under Task 5. Similarly, under Task 3, the IETACs disseminate information and materials that address substantive issues relevant to Tasks 1, 2, and 5.

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[5] Under the new interim contract, six tasks are required. Tasks 1 through 4 are quite similar to those in the old contract, although some changes have been made (e.g., centers are now required to emphasize Goals 2000 themes in their workshops; seasonal bulletins, rather than bi-monthly newsletters, must be disseminated). The new Task 5 focuses on inservice training for IETAC staff members, and Task 6 requires the centers to conduct an ongoing inventory of all materials produced.

In this section we describe in more detail the activities and services provided. Specifically, we examine: (1) IETAC strategies for raising awareness of available services among recipients and potential recipients; (2) strategies that shape specific services to recipients within the boundaries established in the RFP; (3) the content of IETAC assistance; and (4) methods by which assistance is delivered.

Outreach and Awareness Raising

The IETACs are well known by those who either manage Title V projects or are otherwise involved in American Indian education. Ninety-three percent of the survey respondents indicated they have heard of the IETACs, and among the actual and potential formula grantees, the proportion is 94 percent. Nearly one-half (45 percent) of these respondents indicated that they first learned about the IETACs through their newsletters (table 6). A referral from OIE is the second most common means by which respondents first heard about the IETACs. Discretionary grantees are a notable exception; only 5 percent of the actual and potential discretionary grantees reported that they first learned about the IETACs through a referral by OIE. Other commonly reported means include an IETAC staff member and a referral by a Title V project director. When asked to describe the means by which they learned of the ***specific*** types of services available from the IETACs, 68 percent of the survey respondents mentioned the IETAC newsletter, 46 percent indicated a meeting or presentation at which IETAC staff described their services, and 31 percent identified an IETAC brochure as the source of their information (table 7).

During the most recently completed contract period, the IETACs' monthly newsletters became bimonthly publications to allow time for the protracted process of OIE review and approval. In the upcoming contract period, the number of newsletters that the IETACs will produce will be further reduced--to about three per year. Interestingly, our survey indicated that many respondents rely on these newsletters for such key information as: schedules for regional workshops (70 percent); availability of IETAC services (67 percent); and examples of what other Title V projects are doing (55 percent). In fact, approximately one-third of the survey respondents who have received the newsletter identified five or more topics they would like to see the IETACs include more often. These data suggest that reducing the number of newsletters may reduce access to key information for many grantees.

Although the legislative requirement to provide assistance only "on request" restricts the IETACs' ability to take the initiative in identifying and addressing problems, centers sometimes remind grantees of their presence and availability by calling those whom they have identified as

having weak grant applications or specific project-related problems. Moreover, they also include request-for-assistance forms routinely in the materials they send out. Twenty-two percent of all survey respondents reported that an IETAC had contacted them either by mail or by telephone to inform them of available services (table 7).

Table 6
Manner in Which Survey Respondents First Learned about the IETACs

How did you *first* hear about the IETACs?

Sources	*Percentage of Survey Respondents*		
	Survey Respondents (n=469)	*Formula Grantees* (n=404)	*Discretionary Grantees* (n=65)
An IETAC newsletter	45%	47%	35%
A referral from the Office of Indian Education in Washington, D.C.	14	16	5
Another Title V project director	11	11	12
Other	11	10	17
An IETAC staff member	9	8	17
A school- or district-level administrator	7	6	6
A parent committee member	2	2	3
A tribal organization	1	0	5

Table reads: Forty-five percent of the survey respondents who answered this question reported that they first heard about the IETACs from an IETAC newsletter.

Table 7
Manner in Which Survey Respondents First Learned about Specific IETAC Services

How did you learn about the *specific services* the IETAC provides? (CIRCLE NO MORE THAN 3)

Sources	*Percentage of Survey Respondents*		
	Survey Respondents (n=420)	*Formula Grantees* (n=373)	*Discretionary Grantees* (n=54)
An IETAC newsletter	68%	68%	63%
Meeting/presentation with IETAC staff	46	48	39
IETAC brochure	31	32	54
Called IETAC for list of services	22	23	17
The IETAC contacted me	22	22	22
Conversation with other Title V directors	16	15	15
Visited an IETAC	14	12	22
Other	8	7	13

Table reads: Sixty-eight percent of the survey respondents who answered this question reported that they learned about the ***specific services*** the IETAC provides through the IETAC newsletter.

Needs Assessment

As they fulfill the requirements of the RFP, the IETACs target their services and attention based on their own assessment of local needs. The IETACs assess local and regional educational needs through document reviews, through verbal feedback from grantees and potential grantees, and through reviews of grantee applications. LEAs that submit improperly completed or otherwise unacceptable applications will receive a deficiency notice from OIE, indicating the nature of the problem. When seeking assistance with their applications, applicants often share their deficiency notices with IETAC staff. This not only helps the IETACs determine which projects need specific kinds of help; by reviewing deficiency notices from around their service area, IETACs are able to discern which sections of the application are particularly problematic for many LEAs and therefore need to be specifically addressed in their regional workshops. Needs are also determined based on

direct grantee requests, which may follow a workshop or other IETAC-sponsored event, and by discussions with representatives from LEAs, SEAs, tribal colleges, and Indian educational organizations throughout the regions. The IETACs reported that they use this information, coupled with their contract requirements, to shape the services they provide.

Although the IETACs may assess that a grantee or potential grantee is in need of help, the "upon request" requirement sometimes hinders their ability to meet the existing need. In many instances, projects that are in the most need are also particularly reluctant to ask for help. According to the IETACs, reluctance to seek help may be attributed to various factors. In some districts where Indian education is a low priority among administrators, little attention is given to the quality of the Title V programs. In other districts, an administrator, already overworked and overburdened by the responsibility of directing several federal supplementary programs, may not want to spend extra time on the Indian education project, even though parents or teachers may feel otherwise. IETAC staff explained that parents and teachers are sometimes fearful of going "over the head" of a reluctant administrator to request assistance. Because its services are not formally requested, the IETAC cannot go in.

The "upon request" requirement stifles the IETACs' opportunity to provide services in those districts where there is conflict between the school district and the parent committee, or where the Title V director does not share information about IETAC services with the parents. The Title V director acts as the "gatekeeper" for IETAC services to the school district. In cases when the Title V director does not want to address the parent committee's needs, the director has no incentive to call the IETAC to assist the parents. One IETAC staff member described a situation in which parent committee members called the center to learn more about its services because the Title V project director had not shared information about the IETACs with them.

The IETACs also reported frustration when some Title V project directors ignore their suggestions about how to further improve their applications and projects. They explained that directors of these projects--many of which have been around for years--have little incentive to further improve their applications; they are already aware of what it takes to be funded, and they are reluctant to put in any extra effort beyond the minimum.

Services Provided

The IETACs address a wide range of topics and issues in the course of their work with Title V grantees and potential grantees. In this section we describe those topics and issues that occupy a

significant portion of IETAC staff time and resources and that are considered particularly important by IETAC staff and by those whom they serve.

Grant application. The IETACs focus primarily on helping Title V grantees and potential grantees improve the quality of their grant applications and program designs, including plans for needs assessment, evaluation, and overall management and administration. Although IETAC staff members acknowledge that grant application assistance occupies much of their time, it is difficult to calculate exactly how much time and effort is spent in this activity, based on the information provided in current IETAC reports. In many cases, much of the IETACs' work that is typically classified under Task 1 and Task 2 (e.g., assistance with evaluation and program design) also addresses problems and questions faced in preparing the grant application (Task 5). Thus, it would be misguided to consider only those activities classified under Task 5 as being application related. The difficulty associated with calculating the level of effort expended in this activity is compounded by the way in which some centers report their activities--in terms of both the language used and the way activities are categorized. For example, in one center's report, on-site visits that are classified under Task 2 addressed topics such as "Grant Compliance" and "Grant Preparation"--topics one might expect to find under a discussion of Task 5 activities. Similarly, another center summarizes its on-site consultations and training sessions in terms of specific topics (e.g., design, evaluation, and parent involvement). It is unclear which of these on-site sessions included application related help.

Despite these challenges, an analysis of each center's comprehensive final report, which describes activities conducted during the period February 1, 1991 to November 30, 1993, provides some general indication of the extent to which application-related assistance dominates the work of the centers. According to these reports, Task 5-related workshops represent between 30 and 40 percent of all workshops conducted at four of the centers.[9] Similarly, data in one report indicate that 52 percent of that center's on-site visits include application assistance, while at another IETAC, 37 percent of on-site visits were application related. Given that these figures are likely to be underestimates of the true level of effort, grant application assistance is apparently the IETACs' primary activity.

Our survey data support these findings. "Grant application assistance" is the topic for which most grantees and potential grantees have received IETAC assistance. Eighty-five percent of these

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[9] It was not possible to calculate the percentage of all workshops that were Task 5-related from the comprehensive reports of two of the centers because of the way their data were aggregated and presented. For the same reason, we were unable to calculate the percentage of all on-site visits that were Task 5-related for four of the six centers.

respondents indicated that they received materials and information on the topic; 71 percent attended a regional workshop; and 41 percent received an on-site visit (tables 8, 9, and 10).

Table 8
IETAC Service Recipients' Requests for and Receipt of Materials/Information from IETAC Office

In the past three years have you or anyone else from your district/school requested and received materials from an IETAC on any of the topics below?

Information Topics	*Percentage of Service Recipients*		
	Service Recipients (n=397)	*Formula Grantees* (n=349)	*Discretionary Grantees* (n=48)
Grant application assistance	85%	87%	71%
Student assessment and project evaluation	54	56	46
Program management	50	53	33
Parent committee training	50	51	46
Cultural awareness/ sensitivity training for staff	36	35	44
Curriculum development	35	32	54
Instructional training for teachers and tutors	28	26	37
Other	5	5	10

Table reads: Eighty-five percent of the service recipients who responded to this survey question reported that they or someone else from their district/school requested and received materials from an IETAC on grant application assistance within the past three years.

Table 9
IETAC Service Recipients' Participation in Regional Workshops

In the past three years have you or anyone else from your district/school attended a regional workshop on any of the topics below?

Workshop Topics	*Percentage of Service Recipients*		
	Service Recipients (n=410)	*Formula Grantees* (n=362)	*Discretionary Grantees* (n=48)
Grant application assistance	71%	73%	54%
Student assessment and project evaluation	41	40	46
Program management	40	40	35
Curriculum development	35	35	35
Parent committee training	35	35	37
Cultural awareness/sensitivity training for staff	31	30	40
Instructional training for teachers and tutors	21	20	31
Other	3	3	0

Table reads: Seventy-one percent of service recipients who responded to this survey question reported that they or someone else from their district/school attended a regional workshop in grant application assistance within the past three years.

Table 10
IETAC Service Recipients' Participation in On-Site Visits

In the past three years have you or anyone else from your district/school participated in an on-site visit on any of the topics below?

On-Site Visit Topics	*Percentage of Service Recipients*		
	All Service Recipients (N=398)	*Formula Grantees* (n=350)	*Discretionary Grantees* (n=48)
Grant application assistance	41%	40%	44%
Parent committee training	32	32	33
Program management	28	27	29
Student assessment and project evaluation	26	26	31
Cultural awareness/ sensitivity training for staff	20	19	25
Curriculum development	15	13	29
Instructional training for teachers and tutors	14	13	23
Other	3	3	2

Table reads: Forty-one percent of the service recipients who responded to this survey question reported that they or someone else from their district/school participated in an on-site visit related to grant application assistance within the past three years.

Regional training workshops, in which participants are guided through a step-by-step review of the application, are scheduled throughout the year. Center staff plan carefully, often with the aid of large regional maps, to ensure that these workshops are located where the maximum number of grantees will find it convenient and affordable to attend. These efforts appear successful: an analysis of our survey data shows no significant differences among survey respondents in their attendance at workshops, based on urbanicity. Nevertheless, IETAC staff reported that grantees who are the most isolated or the most poorly funded find it particularly difficult to attend these sessions because the travel costs are prohibitive. They added that these grantees are also the ones who are in greatest need of training since local resources (e.g., grant writing assistance or inservice training from their school district) are usually limited or unavailable.

Besides conducting regional workshops, the IETACs also visit individual sites that request assistance in preparing a particular section of the application or that need help in any aspect of program planning or management. Inexperienced Title V administrators often know very little about managing programs or project finances. As a result, the IETACs are often called upon to assist in developing management systems and administrative procedures that are suitable for an individual site's needs.

IETAC service recipients can call the centers for assistance on toll-free telephone lines. OIE staff explained that the necessity of paying for long distance calls to OIE discourages grantees--many of whom have limited resources--from calling OIE rather than the IETACs when they have application-related questions. Even though they have no authority to approve applications, IETAC staff reported that Title V grantees frequently rely on the centers to act as intermediaries between grantees and OIE while applications are being reviewed. For example, grantees who are worried because they have started a new school year without receiving any notification of the status of their grant award often call the IETAC. Although the IETAC staff may not know the status of the application, they offer comfort by explaining the application approval process and by offering possible explanations for the delay; they may also make a phone call to OIE on the grantee's behalf. Grantees also call when there have been unexpected modifications to their budget or when they have questions about changes or additions to their application that OIE requires. IETAC staff pride themselves on their accessibility and responsiveness to grantees in this regard, with one IETAC director adding, "My staff know how upset I become if our telephone isn't answered by the second ring."

The importance attached to application-related assistance is further illustrated by one IETAC director's description of how requests for assistance are prioritized at the center: assistance is given first to those who are in danger of losing their funding because of a weak application, followed by those who have never requested services before, and finally by those who are requesting follow-up services. Almost all of the IETACs reported that application-related assistance is their major activity in terms of the time and effort they expend in this area. One IETAC director noted that it is the "bread and butter" of the operation because if applications are not acceptable, then projects will not be funded. IETAC staff believe that ensuring the continuation of good Indian education projects is a key part of their overall mission.

Parent training. IETAC staff also expend a great deal of their time and resources in training local parent committees. Half of the service recipients indicated that they had received materials or information from the IETAC on this topic; 35 percent indicated that they had participated in a regional workshop, and 32 percent reported that they had received an on-site visit (tables 8 to 10). The IEA requires that all LEA formula grant projects under Subpart 1 have an advisory parent

committee that is actively involved in the planning, implementation, and evaluation of the projects. IETAC assistance in this area is in great demand for several reasons. First, project staff often have had no experience in running or training an advisory body. In addition, the task of recruiting and training parents is made even more difficult by the fact that many American Indian parents are reluctant to get involved with any school program because of past negative experiences with the educational system. Language and cultural differences between parents and school personnel further obstruct the development of sound relationships.

The training of parent committees is time consuming, and it is often challenging for IETAC staff to attend to the many requests they receive for assistance in this area. IETAC staff are required to travel extensively (one center reported that most of its on-site requests are for parent training), and, because parent education levels vary widely in many communities--from those with an eighth-grade education to those with graduate degrees--IETAC staff must adapt their presentation of Title V rules, regulations, and by-laws accordingly. Nevertheless, IETAC staff members recognize this training as one of their most important tasks. They believe that they are uniquely qualified to do it well because they share a common cultural heritage and identity with the American Indian parents in their region and because they understand the political and economic reality of local school communities.

On the other hand, the IETAC staff view their inability to provide intense, long-term assistance as a serious weakness in their work with American Indian parents. One IETAC staff member noted that although the center was effective in establishing a trusting working relationship with parents--particularly those in rural, traditional communities--staff members were unsure whether these first steps towards self-determination led to any definitive action after they left. Another staff member expressed the view that it would be more efficient and effective for the center to work with the Title V staff only, building their organizational capacity and "empowering" them to take on the responsibility of developing and training their own parent committees.

Curriculum and instruction. All of the centers offer curriculum and instructional assistance to grantees and potential grantees. During our site visits, one center produced a list of 11 curricular and instructional improvements that it has accomplished with different LEAs in its region. For example, it had helped LEAs to: (1) employ math manipulatives and other research-based, active learning techniques in tutoring and instruction; (2) design cultural components that go beyond basic craft activity by putting tribal/Indian art in historical contexts in order to help students recognize the value of Indian art; and (3) develop cultural curriculum material and whole language units that reinforce academic skills by addressing state-mandated or recommended learning objectives. Staff at another center described how their "CRAN Man"--the person with primary responsibility for spearheading efforts to meet students' culturally related academic needs (CRAN)--links grantees with

the knowledge that is available in the American Indian community by identifying local artists, linguists, and craftspeople who are willing to work with teachers in their classrooms. In addition, the "CRAN Man" amasses curriculum material on American Indian oral traditions, languages, and history, and works with teachers during on-site visits to develop "home-grown" materials on local tribes.

Many IETAC training sessions and resource materials also explore how cultural variations influence classroom teaching and learning. Individual workshops for Title V staff and center-sponsored summer institutes for regular classroom teachers frequently address the teaching of Native American students, focusing on teaching skills, learning styles, and cultural curriculum development. Thirty-six percent of the service recipients indicated that they received "cultural awareness/sensitivity training" information and materials from an IETAC, 31 percent participated in a workshop on this topic, and 20 percent received a related on-site visit (tables 8 to 10).

Despite the availability of cultural training in all IETAC regions, the centers vary in their emphasis on curricular and instructional assistance. For example, the staff at one IETAC informed us that they "do very little, if any" curriculum development. They explained that, because of limited time, personnel, and other resources, they could not define their mission broadly, and therefore chose to focus primarily on providing application assistance and parent committee training; when requests for curriculum assistance are received, this center will usually use consultants to respond to the request. Although the other IETACs reported that they were involved in some curriculum development, none reported extensive work with curriculum; several staff members explained that they helped grantees to develop their own curriculum at times.

When asked to identify the activities that would have the greatest potential for improving education among Indian students, IETAC staff invariably mentioned activities that are geared toward improving some aspect of curriculum or instruction. Given the perceived importance of this type of assistance, it is disturbing to some IETAC staff that application and program management and design issues dominate IETAC activities and prevent them from providing more content-specific help (e.g., information on curriculum development, instructional techniques, and counseling strategies) to grantees. For example, the percentage of survey respondents who reported that they received materials, an on-site visit, or attended a workshop on the topic of instructional training for staff (29 percent) is much lower than the percentage of those who received program management (48 percent), or assessment- and evaluation-related assistance (51 percent). Thirty-nine percent reported that they received assistance in the area of cultural awareness/sensitivity training (table 4).

The desire for increased IETAC involvement with Title V projects--beyond managerial and administrative assistance--was also expressed by some IETAC staff who were of the opinion that more direct work with students is needed, not only during the regular school day, but also in afterschool programs in the community. This need was echoed by teachers during an on-site visit that we attended. Staff members asked the IETAC presenter if he could take some of their American Indian students on a weekend retreat to discuss career education and cultural issues that were of particular interest to them. Many grantees, such as this one, have projects that address student development and counseling issues like dropout prevention, self-esteem, career awareness, team building, and leadership development. Currently, most of the IETACs' work is in training adults to work with students in these areas; however, some IETAC and school staff believe that students could reap significant benefits from interacting directly with center staff and consultants because several of them have expertise in these areas.

Meeting some of the needs listed above would exceed the IETACs' resources and, in some cases, fall beyond the IETACs' scope of work. Many of the identified needs require intensive and continuous attention over a period of years. However, due to limited resources (e.g., small IETAC staff, insufficient funds to hire more consultants) and a large number of Title V grantees, IETAC assistance is often offered as a one-time event with follow-up provided only on request. More intensive assistance with in-depth follow-up (e.g., additional on-site visits to ensure that a newly taught skill or technique is being implemented correctly) would facilitate the improvement of Title V projects but, at current funding levels, would have to be targeted to fewer projects.

Methods for Providing Services

IETAC services are delivered via workshops, on-site visits, telephone consultations, visits by service recipients to the IETAC offices, and the mail. In addition, the IETACs often use fax machines and sometimes use computers and other technologies to transmit information and materials. These methods are used to address the many issues and topics that are of interest to service recipients. For example, monthly reports from several IETACs revealed that the topics covered at workshops or during on-site visits within a one- or two-month period included a broad range:

- Identifying children of alcoholics
- Outcomes-based education
- Career education

- Program management strategies
- An overview of IEA and Education Department General Administrative Regulations (EDGAR)
- American Indian learning styles
- Monitoring Title V project progress
- Strategies for managing American Indian students' classroom behavior

Materials. Materials development is an ongoing activity at each IETAC. One center director reported that when her staff are not delivering direct services, they are working on improving workshop materials or doing research on new workshop topics. Many of the resource and training units developed by this center are a direct result of information that staff in the field have gathered about grantee needs and requests. Every workshop and on-site visit requires the development of handouts that focus on a particular topic of interest. One staff member estimated that she may spend 20 hours or more in developing materials for an on-site visit that addresses a special issue.

Despite the efforts of some staff at each center to make use of the materials from other IETACs, there is substantial duplication of effort, particularly in developing materials on needs assessment, evaluation, and the preparation of grant applications. One IETAC staff member observed that creating and maintaining a computerized database of all IETAC-created materials could save the IETACs time and effort. Staff could scan the list of new materials developed each month by all centers, and requested items could be mailed out immediately. Furthermore, because staff members have different areas of interest and knowledge, an IETAC clearinghouse of materials would allow each center to share all their expertise, thereby giving service recipients in all regions access to the highest-quality materials available.

Workshops and on-site visits. IETAC staff and consultants are careful to demonstrate their cultural awareness and sensitivity at workshops and during on-site visits, especially in traditional reservation communities. For example, several individuals informed us that in certain communities it is essential to include cultural elements (e.g., a traditional song or dance) or to draw analogies and comparisons to traditional religious life to illustrate specific points or concepts. Without this, the information being presented might not be accepted. One consultant explained: "You have to do more cultural stuff...you have to establish a connection, or people will fight you."

IETAC regional workshops offer participants a "smattering of everything" and are held over a one- or two-day period. Sometimes multitopic workshops are scheduled over two days so that participants who have traveled far can get the most out of their trip. Typically, the first day is dedicated to issues of grant application or program management; the second day is reserved for individualized assistance or addresses a topic that the IETAC staff have determined--through informal feedback, an analysis of grant applications and deficiency notices, or direct requests--to be of interest to those in attendance.

Center directors reported that a benefit of these regional workshops is that they give participants an opportunity to come together to network informally--an opportunity they may not otherwise have unless they also attend large state or national conferences dealing with Indian education. Several grantees with whom we spoke, particularly those from isolated communities, confirmed the importance of this networking opportunity.

Information dissemination and referrals. Requests that do not require a workshop or an on-site visit are generally handled over the telephone, by mail, or by fax. More than one-half of the survey respondents reported that they have computers with modems, telephones with conference call capabilities, fax machines, and televisions with video players (table 11). Forty percent of the discretionary grantees and 25 percent of formula grantees have computers with electronic mail. However, our survey revealed that only 7 percent of respondents with modems reported that the IETACs used computers with modems to communicate with them; 5 percent indicated that the IETACS used electronic mail to communicate with them (table 12). In contrast, 54 percent of those with fax machines communicated with the IETACs via a fax machine, and 23 percent of those with this capability communicated with the IETACs via telephone conference calls. Other technical assistance providers used computers with modems and electronic mail to communicate with many more of our survey respondents than did the IETACs. Twenty-one percent reported that other technical assistance providers and agencies communicated with them via computers with modems, and 16 percent used electronic mail for this purpose (table 12).

IETAC staff appear to meet an important need for information among American Indian educators by serving as a reference service. Each month, the centers receive dozens of calls for information on educational, social, political, economic, and health issues directly or indirectly related to the education of American Indian children and adults. Requests come for information on diverse topics ranging from teen suicide to scholarships and internships.

Requests for information on effective practices in Indian education are particularly common. One way in which the centers meet these requests is by disseminating information on the Effective

Table 11
Technology Available to Survey Respondents

Do you have the following technology available?

Technologies	*Percentage of Survey Respondents*		
	Survey Respondents (n=505)	*Formula Grantees* (n=434)	*Discretionary Grantees* (n=70)
Fax machines	86%	86%	89%
Televisions with video players	80	81	80
Telephones with conference-call capabilities	58	55	76
Computer with modem	51	50	59
Computer with electronic mail (E-MAIL)	27	25	40

Table reads: Eighty-six percent of the 505 survey respondents who answered this question reported that their project had access to a fax machine.

Table 12
How Technology Is Used to Reach Service Recipients

Which technologies have the IETACs or other technical assistance providers used to either communicate with you or provide services to your program?

	Percentage of Service Recipients Reporting	
Technologies	***Technology used by IETACs***	***Technology used by Other Assistance Providers***
Fax machines	54% (n=350)	40% (n=348)
Telephones with conference-call capabilities	23 (n=225)	25 (n=225)
Televisions with video players	17 (n=322)	18 (n=319)
Computer with modem	7 (n=197)	21 (n=195)
Computer with electronic mail (E-MAIL)	5 (n=111)	16 (n=111)

Table reads: Fifty-four percent of the 350 service recipients who reported that their program had access to fax machines further reported that an IETAC communicated with or provided services to their program by fax machine.

Showcase Projects that are selected from each IETAC region every year. In 1987, OIE launched the initiative to recognize effective Title V projects at the regional level and to showcase these projects at the annual National Indian Education Association (NIEA) conference. The goal of the program is to encourage the development of educational methods and practices that improve effectiveness. The centers feature Showcase programs in their newsletters, distribute a booklet of programs at pre-application workshops as a source of ideas, and encourage Showcase winners to present at local conferences.

The centers try to keep abreast of the diverse issues about which their service recipients are concerned in many ways, including subscribing to education journals and magazines, conducting research in nearby libraries, and receiving newsletters from other Indian education organizations. When they find information that they deem relevant and important to a large number of grantees and potential grantees, they include it in newsletters they distribute to grantees and potential grantees. Although it does not happen frequently, when IETACs do receive requests for services or information that fall outside the scope of their contract, but that are relevant to other technical assistance centers (e.g., Drug-Free Schools and Communities Regional Centers, Desegregation Assistance Centers), they refer these requests to the appropriate providers.

IETAC Staff

IETAC staff are typically generalists. Their ability to address a broad range of issues makes them helpful to Title V grantees. This type of staffing arrangement appears to fit the resource level of the IETACs and the types of requests for assistance that they usually receive.

IETACs can meet requests for specialized information by hiring consultants and by referring clients to other service providers. Each IETAC maintains a pool of roughly five to 35 consultants. They are used when the expertise that is required is not available at the center. Two centers reported that they make little or no use of their consultants, preferring to send their permanent staff in response to requests for on-site visits. Several center directors pointed out the difficulty of finding good consultants for $150 a day, the maximum amount allowed under the IETAC contracts. Educators wishing to explore specific instructional strategies in detail (e.g., integrated language arts, use of math manipulatives, the writing process) will find limited resources at their regional IETAC but will receive referrals to other information sources. In this sense, IETACs serve as information and service brokers.

The number of full-time equivalent staff members ranges from three in Center VI, which serves Alaska, to seven in Center V, which serves Oklahoma and Texas. Most of the IETACs have a core set of staff members that has remained stable over time. It is common, however, for a few of the main technical assistance providers to turn over every few years. Several directors noted that they are aware of the potential for burnout among staff because of the centers' demanding travel schedules.

Staff Strengths

In general, IETAC staffs' skills meet the demand placed on them by center work. IETAC staff members and IETAC service recipients generally agree on what they consider to be IETAC strengths. These strengths are described below.

Skill in cross-cultural translation. Several IETAC staff members described their role as that of translator--between school districts and the federal government, between schools and American Indian communities, and between American Indian organizations and Title V grantees. These translation skills allow IETAC staff to demystify the federal government and Title V program requirements. The language of Congress and the federal bureaucracy is off-putting for many and confusing for most, especially parents who must understand the Title V requirements and know their rights and responsibilities in order to be effective committee members. In the words of one IETAC director, "We can live in [multiple] worlds, so we are the 'way showers'."

In all regions, IETAC work includes improving communication between American Indian parents and school systems. In one region where this is a prominent concern, IETAC staff have addressed conflicts between American Indian traditions and the schools' interest in instructional technology. IETAC staff distinguish between "state of the art" and "appropriate" technology when discussing technology as an instructional tool because some tribes do not permit electricity on the reservation, and the introduction of new technologies can disrupt long-standing intratribal relationships of status and power because those with the most tribal influence might not be those with access to or acumen in the new knowledge and skills.

Breadth in educational experience and interest. Most IETAC staff have completed undergraduate or graduate studies in education. Several also report backgrounds in related areas such as counseling and psychology. In addition, centers typically have at least one staff member who has special expertise in program evaluation. The professional experiences and special interests of IETAC staff members cover a wide range and complement one another. They include school administration, instruction, counseling, judicial affairs, American Indian music and literature, and personal and community health. In fact, many survey respondents--31 percent of the total--ranked the IETAC's expertise in curriculum and instruction as being among the three most valuable characteristics. Even more--53 percent--ranked the center staffs' abilities to locate or develop useful materials as being among the three most valuable IETAC characteristics.

Knowledge of and respect for many different Indian cultures. IETAC staff members--most of whom are American Indian--report that their personal knowledge of American Indian cultures and

languages is important to their success in working in some areas. According to OIE and IETAC staff, traditional American Indian educators, parents, and other community members expect that a knowledge and appreciation of American Indian history, art, traditions, and spiritual life will be an integral part of gatherings, including those that involve IETAC presentations. In fact, OIE staff say that in some communities the IETAC representative must have the same tribal background in order to be accepted. IETAC staff members take great pride in their ability to read and respond to their audiences' expectations of these shared understandings.

The Center III IETAC, the Northwest Regional Educational Laboratory, and others sponsor Indian Education Summer Institutes in several northwestern states. An independent evaluator surveyed a random sample of participants for a few months to several years after their participation. Of those who participated in a summer institute from 1988 to 1991, 44 percent said that learning about American Indian cultures and how to teach in a more culturally sensitive manner was the most important aspect of the institute. Twenty-six percent said that having American Indian presenters and participants to provide models for them was the most important (Savard, 1992).

Our survey data indicated that although cultural sensitivity and a shared ethnic/cultural identity with IETAC staff are very important to some service recipients, many more service recipients identified other IETAC characteristics as being most valuable to them (table 13).

IETACs and OIE

Our interviews with IETAC staff, the Contracting Officer's Technical Representative (COTR) in OIE, and several of OIE's education program specialists raised issues about the working relationships between the IETACs and OIE. These issues revolve around the IETACs' roles and responsibilities and the nature and frequency of communications between OIE and IETAC staff.

Roles and Responsibilities

Our conversations with the COTR and members of the OIE program staff indicate that the roles and responsibilities of the IETACs are not entirely clear to some OIE staff members; there are also varied opinions on what these roles and responsibilities should be. This confusion appears to arise in part from OIE's organizational structure, in which different divisions manage the IETACs and Title V projects. The IETACs are administered by the Division of Program Support, and Title V projects are administered by the Division of Program Operations. According to all OIE staff with

whom we spoke, the Division of Program Support does not confer with program operations staff in defining the IETACs' roles and responsibilities. Rather, communication tends to be initiated by OIE's program staff, if at all, primarily to find out if an IETAC legally can perform a certain task (e.g., assist a Title V project that needs assistance but will not seek it out). According to the COTR and other OIE staff, the RFP for the September 1994–May 1995 interim IETAC contracts was prepared with no input from the Division of Program Operations.

OIE program staff spend much of their time reviewing paperwork--making sure that Title V applications, reimbursement requests, and, to a lesser degree, evaluations have the right information in the right places. Generally, these staff members are pleased if IETAC assistance to Title V grantees and potential grantees improves the quality of the applications and evaluations that OIE receives from the field and thus reduces the number of inaccuracies that OIE identifies. One OIE staff member suggested that the IETACs (and OIE) should be more active in promoting educational quality for American Indian students. Many IETAC staff members say they would like to pursue this function more aggressively because it is ultimately more fruitful than a narrow focus on the completion of paperwork. Although the accurate completion of paperwork is an important goal among OIE program staff, they rarely communicate their expectations for completion of Title V paperwork to IETAC staff. A couple of OIE program staff members observed that this lack of communication is a weak link in the system.

Nature and Frequency of Communication

IETAC staff reported that communication between OIE and the centers is poor and that what is missing is interaction. The IETACs reported that they send materials and reports to OIE and receive virtually no feedback, even when they request it. For example: (1) several months before our visit, one center had asked ED in writing about the legality of using Title V funds for general aid to one school, and, at the time of our visit, the center had not yet received even an acknowledgment that its request for information was under consideration; and (2) another center director said that multiple requests to OIE for solid examples of multiyear grant applications have gone unmet. At the time of our site visits, which took place between August and October, several center directors stated that they had yet to receive a list of discretionary grantees in their region, even though the school year had already begun. OIE indicated, however, that lists of grantees are routinely distributed at the Annual National Indian Education Association Conferences, which are held in October or November each year. Virtually all of the IETACs complained that the delay in forwarding copies of Title V grant applications prevents the centers from using them as an educational tool during on-site work with individual grantees. At every center we visited, IETAC staff reported occasions when they had

learned about new developments in the Title V program from the grantees rather than from OIE. They said this was embarrassing and undermined their credibility with their clients. A prompt response by OIE to the IETACs' requests and routine as well as frequent updates on developments in Indian education policy would address these communication problems.

According to the education program specialists we spoke with, there are no formal channels for program operations staff to communicate with the IETACs. Although there is nothing to prevent the program specialists and IETAC staff from calling one another, they seldom do so. One education program specialist said she never calls the IETACs and is not aware of the specific type of technical assistance they provide. Two others admitted that they are more likely to call IETAC staff they know--if they call at all--regardless of the region they serve. Furthermore, education program specialists are well aware that their influence with IETACs is limited, despite the fact that staff in the Division of Program Operations may be well suited to consult with IETAC staff about the needs of Title V grantees and the effects of IETAC assistance on Title V projects.

The COTR for the IETAC makes roughly one visit to each IETAC during the three-year contract period. The COTR communicates with IETAC directors by telephone on a weekly basis, usually concerning IETAC reports and clarification of federal policy.

Coordination

The coordination of federally supported educational programs is a growing concern among federal policymakers. The IETACs are required by contract to:

> ... coordinate activities and share information on center activities with the U.S. Office of Indian Education, state education agencies, and with other Department of Education-funded technical assistance centers to keep [Title V] grantees informed and updated on resources availability. In addition, [each IETAC] shall share information and coordinate center activities with Indian tribes, the Bureau of Indian Affairs, higher education institutions, and professional Indian associations in the region to maximize support resources for its clientele. (ED, 1991[a], p. 27)

This coordination requirement reflects the assumptions that information about available resources enables local educators to better serve American Indian students, that knowledge of Indian education efforts motivates Indian organizations to support these efforts, and that organizations involved with Indian education know ***how*** to coordinate once they have access to information about what others are doing. However, the work of the IETACs suggests that these assumptions are overly

simplistic and only partially true. Although access to up-to-date information is necessary for improving education for American Indian students, efficient and productive use of that information must be the goal. Coordination beyond information exchange is an intricate web of networks and activities, and the process of identifying, combining, and recombining the knowledge and skills of multiple technical assistance providers with sufficient flexibility to improve education for students in overlapping categorical programs is uncharted territory.

In this section we: (1) describe the extent to which Title V grantees and potential grantees are aware of, and seek assistance from, technical assistance providers other than the IETACs; (2) discuss the factors that motivate the IETACs to coordinate with different organizations and programs; (3) describe the types of coordination activities IETACs engage in; and (4) examine the impediments to coordination that IETACs face in their day-to-day work.

The Use of Non-IETAC Services by Title V Grantees and Potential Grantees

Although there are many federally funded technical assistance centers within each IETAC region (Appendix C), it appears that the majority of IEA grantees and potential grantees are unfamiliar with these organizations. Over 60 percent of the survey respondents who received IETAC services stated that they were not familiar with the following ED-sponsored technical assistance centers: Chapter 1 Technical Assistance Centers (62 percent), the regional educational laboratories (65 percent), the Bilingual Multifunctional Resource Centers (77 percent), and the Chapter 1 Rural Technical Assistance Centers (81 percent). This finding was surprising because, as will be discussed further in this section, these particular technical assistance organizations provide services and training that are relevant and potentially beneficial to many American Indian students and their teachers. In addition, as mentioned earlier, 43 percent of Title V project directors are federal program coordinators who direct a number of these other programs.

We asked IETAC service recipients where they would first seek assistance on a series of issues. A majority of survey respondents indicated that, if the need existed, they would first seek assistance from the IETACs in all key issue areas listed, except one: implementing schoolwide change (Exhibit 1). One possible explanation for this finding is that, for the most part, the IETACs work specifically with Indian education programs--programs that are themselves often isolated from other school programs and activities. Center staff have little opportunity to interact with the larger school community; thus it is understandable if grantees and potential grantees do not perceive them as operating in a broader, more influential role.

Survey respondents reported that--apart from the IETACs that they typically consult first--they are more inclined to seek assistance on key issues from the SEAs, LEAs, and OIE than from the other ED-sponsored technical assistance centers. This holds true even for issue areas in which the federally funded technical assistance providers have particular expertise. For example, although the Bilingual Multifunctional Resource Centers are noted for minority language-related educational services, only 13 percent of those who responded indicated they would seek assistance on teaching Indian culture/native languages from them first (Exhibit 1). Similarly, project design and development are key areas in which the Chapter 1 Technical Assistance Centers and Chapter 1 Rural Technical Assistance Centers are experienced and capable of offering assistance. However, only 4 percent of respondents indicated they would first seek assistance on this topic from a Chapter 1 Technical Assistance Center or Rural Technical Assistance Center (Exhibit 1). Survey respondents who are not familiar with the IETACs say the same--they would turn to SEAs, LEAs, and OIE before seeking help from other ED-sponsored technical assistance providers.

This tendency to seek assistance from non-ED-sponsored assistance centers other than the IETACs is also evident in the information that respondents provided about who they have actually received assistance from in the past. Although the total number of respondents who answered each of the questions related to this issue was too small for in-depth analysis, the pattern was consistent with the responses to the other related questions in the survey. Among those who have received assistance--information and materials, a workshop, or an on-site visit--from an organization other than the IETACs, most have received this assistance from an SEA or LEA.

Survey respondents indicated that they rely primarily on the IETACs and, to a lesser extent, SEAs, LEAs, and OIE, as their source of information and technical assistance. Fewer look to other federally funded technical assistance providers for help. Given this reality, it is particularly important that the requirement under Task 4 of the RFP for the IETACs to coordinate with federally funded technical assistance centers be adequately fulfilled. The survey data suggest that the IETACs are the primary avenue through which IEA grantees and potential grantees are likely to learn of programs, activities, and resources that are of potential interest and importance to them and that are available through other federally funded technical assistance providers.

IEA grantees tend to rely heavily on a single source--the IETACs--which they perceive as being uniquely qualified to meet their needs. It is therefore imperative for any other technical assistance provider who seeks to serve this population to extensively and effectively communicate expertise and knowledge of Indian education issues to Title V grantees and potential grantees. In addition, an assistance provider should not only identify and provide information, training, and materials that are obviously and directly relevant to Indian education, but should also be skilled at

recognizing common needs among different programs and be able to adapt and modify materials, information, and training so that the assistance can be useful in multiple program settings (e.g., Chapter 1, Migrant Education, Indian Education).

Impetus to Coordinate with Others

Apart from the contract requirement to coordinate, the IETACs coordinate with others for several reasons: because they themselves need information, because others invite them to coordinate, and because they encounter problems whose solutions are attainable only through pooled resources. The list of "others" with whom the IETACs could conceivably coordinate is extensive; the number of federally funded technical assistance providers alone ranges from 12 in IETAC region VI to 46 in IETAC region I (see Appendix C). Add SEAs, Indian organizations, and colleges and universities, and the potential for coordination is great.

Inter-IETAC coordination. IETAC directors maintain regular telephone contact, usually to deal with day-to-day details of IETAC contract work. For in-depth and long-range coordination, however, they look to OIE for direction. OIE leadership in this area has never been strong, say center staff, but it has grown weaker over the past few years. During previous contract periods, for example, OIE required and sponsored inter-IETAC teams to meet twice a year to address special issues (e.g., management specialists met to discuss project design training; IETAC evaluation experts met to discuss criteria for identifying successful practices). IETAC staff said that these team meetings were effective vehicles for cross-center fertilization of ideas. During the 1991-93 contract period, OIE had to reduce the number of these events because of budget limitations. The resulting isolation is especially acute for Center VI, the new Alaska-based IETAC that was established with the 1991 competition.

Coordination with other federally funded technical assistance programs. The IETACs tend to coordinate with the federally funded technical assistance centers on work that clearly addresses issues of concern to educators of American Indians and Alaska Natives. The ED-sponsored technical assistance programs involved in this coordination are the Title VII Multifunctional Resource Centers, the Drug-Free Schools and Communities Regional Centers, and the regional educational laboratories.

The Regional Educational Laboratory program is currently involved in an American Indian education initiative. The initiative began in early 1991 as part of the laboratory network program--an effort to spark and sustain cross-lab work on pressing education issues (e.g., adult education, curriculum frameworks). The labs have different levels of involvement in the various network

projects, depending on regional needs. All ten laboratories participate in the American Indian education initiative and have designated a lab staff member as the official American Indian education contact person. Two of the ten labs--Northwest Regional Educational Laboratory and the Mid-continent Regional Educational Laboratory--are especially active in the American Indian education initiative. Both have sought the expertise of IETAC staff members in formulating plans and developing materials and technical assistance strategies. The initiative recently released its first product--a directory of resources for American Indian education (available through ERIC).

Striking in their absence among IETAC coordination partners are the Chapter 1 Technical Assistance Centers (TACs) and Rural Technical Assistance Centers (RTACs). Although there is overlap among students eligible for Title V and Chapter 1, the programs are minimally coordinated at either the local or federal level. Nobody seems to know why. The lack of connection and coordination between the two programs is even more puzzling, given that 51 percent of our survey respondents who identified themselves as the federal program coordinators for their school indicated that they also worked with the Chapter 1 program.

We found a perception among many of the local educators we interviewed (and some IETAC staff members) that because the two programs have distinct legislative histories, funding streams, and program requirements, they are and should remain disassociated. Consequently, IETAC staff are virtually never asked to help the two programs coordinate their efforts at the local level.[10]

One IETAC staff member explained that, at the local level, coordinating the provision of technical assistance to school districts--for example, between Chapter 1 and Title V--would upset the tribes who view the needs of Indian students as unique. Additionally, they fear that coordination efforts would result in the unique educational and culturally related needs of the typically smaller American Indian student population being overlooked. Investigating the validity of these concerns was beyond the scope of this study.

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[10] Although we do not know the extent to which all Chapter 1 TACs and RTACs are called upon to help coordinate compensatory and Indian education services, coordination between the two programs is a major objective of the Region 10 RTAC, which serves exclusively BIA and tribally operated schools. According to the Region 10 RTAC director and OIE staff, the Region 10 RTAC has worked with IETAC IV on issues related to coordination within BIA schools, particularly since the BIA has advocated the implementation of Chapter 1 schoolwide projects. Indeed, schoolwide projects do appear to facilitate coordination between Chapter 1 and Title V in BIA schools, according to the Region 10 RTAC director.

Another IETAC staff member argued that Indian education should not be equated with the compensatory or remedial education often provided under Chapter 1. Chapter 1, which serves low-achieving students who attend poor schools, is intended to compensate for the adverse effects of poverty on academic achievement. Being an American Indian is not a deficiency that would require remediation. Rather, Indian education focuses on bridging the cultural and communication gap that exists between many Indian communities and the schools that educate their children.

Equating Indian education with compensatory or remedial education is undesirable for these obvious reasons. However, many American Indian communities are poor (Szasz, 1991) as well as culturally distinctive. Because of this dual distinction, the behaviors of American Indian communities that are associated with poverty are commonly and erroneously labeled as American Indian cultural attributes by school administrators and faculty members. This confusion obstructs (1) the productive and respectful use of American Indian culture as a focus of instructional enrichment and as a medium for academic instruction; and (2) the coordination of two programs that, taken together, could have a more profound effect on American Indian students than either one in isolation: Chapter 1--a program designed to improve the academic achievement of children from poor communities, and Title V--designed to address the culturally related academic needs of American Indians and Alaska Natives. Working together, Chapter 1 TACs and IETACs could help local schools sort out these issues.

Coordination with SEAs. The IETACs are required to negotiate a letter of cooperative agreement with all states that serve more than 5,000 American Indian students under Title V. At a minimum, these letters must be negotiated each IETAC contract period; some IETACs renegotiate with states each year, according to OIE staff. The negotiation process strengthens the IETACs' visibility and often leads to joint meetings and invitations to present at one another's training events. One IETAC staff member suggested that the ***process*** of developing the letter of cooperative agreement is more helpful than the substance of the letter itself in promoting positive relations between the two organizations because it requires the two organizations to introduce themselves, their missions, and their objectives to one another.

In addition, the IETACs routinely advise their state contacts of their workshop schedules and send them materials upon request. The states vary in their commitment to Indian education and their associations with the IETACs. Several IETAC staff members identified specific states that have a record of not paying attention to Indian education concerns, but others have introduced legislation to promote Indian languages and culture in the curriculum. The IETACs are generally called upon to collaborate most with those states that are active in Indian education (e.g., Washington, Oregon, New York).

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Coordination with American Indian organizations. The IETACs are commonly invited by Indian organizations to present at conferences, critique materials, and provide technical assistance to their staff or membership. For example, Center I routinely presents at conferences of the National Indian Education Association and responds to occasional requests from the National Indian Policy Center and the National Congress for American Indians. Center V shares information with several Indian organizations, including the American Indian Resource and Education Coalition. One IETAC director pointed out that, in the center's work with American Indian organizations, staff members take care to address only education-related issues and steer clear of the advocacy activities that many of the organizations engage in.

Coordination with institutions of higher education. To make IETAC-sponsored staff development activities more attractive to potential participants, at least four IETACs have established cooperative arrangements with a neighboring college or university to provide IETAC workshop participants with continuing education units that can be applied toward recertification.

Coordination Activities

Effective coordination with others committed to improving Indian education is an ambitious undertaking that involves a variety of activities, each claiming different levels of time, effort, and skill. Furthermore, coordination is an aspect of both the IETACs' work and the work of the Title V grantees they serve. Thus, the IETACs can serve as practitioners, advocates, and facilitators of coordination aimed at improving education for American Indians and Alaska Natives. Our interviews with IETAC staff shed light on these dimensions of coordination as well as four types of IETAC coordination activities: (1) information sharing; (2) invitational presentations; (3) organizational support and capacity building; and (4) collaborations.

Information sharing. Sharing information with others involved in improving education for Indian children and adults is the IETACs' least demanding coordination activity in terms of staff effort and skill. However, it serves as the foundation for all other coordination activities. According to many IETAC staff, a key impediment to coordination is the lack of information about other organizations and their Indian education activities. Thus, making one's organization known and finding out about others is an essential first step in the continuum of coordination activities.

The IETACs routinely exchange newsletters, brochures, selected materials, and referrals for service or information with American Indian organizations, SEAs, and other federally funded technical assistance providers (primarily the regional educational laboratories, Title VII

Multifunctional Resource Centers, and Drug-Free Schools and Communities Regional Centers). All the information that the IETACs gather through these same channels is entered into the IETAC communications network that extends to all Title V grantees.

In their work with Title V grantees, the IETACs also serve as advocates of coordination in local school districts. Several of the IETACs said they exhort grantee project staff and parents to find out about the other federal program dollars flowing into their schools that may be used to improve education for Indian children. One IETAC staff member said, "Parents don't realize that their children bring a lot of [federal] money into those schools. We show them what kinds of programs this money can buy; we open their eyes to the business of the [whole] school."

Invitational presentations. IETACs are commonly invited by American Indian organizations and SEAs to present at various conferences. Other state and federally funded technical assistance providers are often in attendance, also making presentations.[11] Attending the same meeting or conference signals to participants that the IETAC and the other technical assistance providers are all potential resources. In addition, several IETACs and Title VII Multifunctional Resource Centers regularly invite one another to conduct workshops on topics of mutual concern (e.g., culturally related thematic units) at their respective gatherings.

Organizational support and capacity building. Because coordination depends on the IETAC staff members' estimation of the competence and work style of others, continuous outreach into both the Indian education and technical assistance worlds is crucial for building relationships as well as organizational support and capacity. Much of the networking is done informally, according to IETAC staff, but there are several formal arrangements. Below are some examples:

- As part of the regional educational laboratories' American Indian education initiative, the laboratories and IETACs convened at the annual National Indian Education Association conference in 1992 and 1993 to discuss ways the two programs can benefit from and strengthen one another. One IETAC director complained that, despite these noble intentions, the first meeting turned into a "what information do we each have" session, rather than a serious discussion of what the two programs could accomplish through their association. Nonetheless, to the extent that the IETACs and labs are establishing a rapport and getting to know one another's work, they may be laying the foundation for future collaborations.

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[11] Under this type of coordination activity, Center IV mentioned presenting at workshops sponsored by the BIA, at which the Chapter 1 RTAC also presented.

- One IETAC staff member works for the IETAC part time and serves as a consultant to three other federal technical assistance programs. She has (1) assisted the Mid-continental Regional Educational Laboratory in planning its American Indian education initiative; (2) helped the midwest Drug-Free Schools and Communities Regional Center develop information and assistance for American Indian communities; and (3) conducted parent involvement workshops for American Indian communities as a consultant to a Title VII Multifunctional Resource Center.

- One center has invited lab staff to conduct professional development for them. In 1992 the topic was early childhood education. In 1993, to help the IETAC address its interest in delivering the standard preapplication workshops more cost-effectively, the distance learning specialist from another lab was invited to conduct a one-day workshop for center staff to explore the application of distance-learning technology to IETAC work.

- One center's director sits on an SEA's Bilingual Advisory Board. Through this association, the IETAC both influences and learns about state policy that affects Indians.

Collaborations. We use the term collaboration here to denote when multiple organizations share decisionmaking roles, planning, budgets, and other resources to provide a service that none of the collaborators could provide alone. Collaborations are the IETACs' most demanding coordination activities, requiring them to share interpersonal and organizational skills and resources. The IETACs tend to form collaborations when there is an authentic and substantive focus and not simply in response to the contractual requirement to coordinate. IETAC staff also acknowledge a personal dimension in the process of selecting collaborators: IETAC staff call on those whose work they know and respect. The following are two examples of IETAC collaborations with other organizations:

- ***Summer institutes.***[12] For the last several years, three IETACs have cosponsored summer institutes in a number of states. The institutes are collaborations among different groupings of SEAs, universities, Title VII Multifunctional Resource Centers, a Regional Educational Laboratory, Indian schools, and the IETACs. In all three regions, the collaborating university awards credit to institute participants.

  The summer institutes are the IETACs' main contact with classroom teachers; the goal is to infuse a working knowledge of American Indian children and effective instructional practices into the mainstream educational program in local schools. One center director explained, "We want to close the gap between [classroom] teachers and Title V. Somehow, teachers don't get the benefit from Title V. Some districts are

[12] Under the terms of the interim contract, each IETAC is required to "hold a spring/summer institute(s) no less than five (5) days in length..." The centers are also expected to coordinate with institutions of higher education so that participants can earn college credit.

fragmented--Johnson-O'Malley, bilingual education, Title V--and there's little chance to connect [services to American Indian students]."

The one-week institutes focus on effective teaching skills, learning styles, and cultural curriculum development to introduce teachers--many of whom are non-Indian--to traditional tribal culture. The IETACs believe that hands-on exposure to American Indian cultures will give teachers a chance to "connect" with their American Indian students. Some summer institutes also respond to state agendas; in Minnesota, for example, one institute attempted to help teachers understand and implement the new state-mandated cultural curriculum.

- ***Expositions***. Center V cosponsors the Indian Education Exposition in Oklahoma along with the regional Title V project, Johnson-O'Malley program, and the BIA.

Impediments to Coordination

Despite this list of coordination efforts, IETAC staff point to the untapped potential for coordination. Given the press of daily work schedules, coordination is not at the top of the IETACs' agenda. When choices have to be made, IETAC staff choose to spend their time fulfilling direct requests from clients rather than initiating coordination. Several IETAC staff members suggested that OIE lead and support the IETACs in developing and implementing a multiyear agenda of collaborative initiatives (something similar to the laboratories' network). ED leadership may be especially crucial when it comes to stimulating and sustaining coordination among the IETACs and the Chapter 1 technical assistance programs because perception and inertia, rather than any real structural problem, appear to be the main barriers.

A wide range of interview respondents reported that the IETACs are generally known for their expertise in helping schools and districts understand the legal aspects of the Title V categorical program, including informing them about regulations, assisting them in meeting reporting requirements, and teaching parents about their roles and responsibilities as members of a parent advisory committee. The perception among some that IETAC work is strictly relegated to Title V project management dampens requests for assistance with other school issues--such as multicultural curriculum and instruction, or culturally appropriate Chapter 1 tutoring--that may have more far-reaching effects on the education of Indian students. To the extent that this perception of a narrow IETAC mission is accurate, the constraint on IETAC services flies in the face of current research that identifies the whole school as the unit for educational program improvement (e.g., Barth, 1991; Brown, 1991; Elmore & Associates, 1991).

Protection of program "turf" and the distrust of others' motivations thwart coordination at all levels, from local to federal. For example, the organizational separation of the Johnson-O'Malley program, which is administered by the BIA (of the U.S. Department of the Interior), and Title V, which is administered by ED, has imposed restrictions on what would otherwise be fertile ground for coordination. IETAC staff are not allowed to train Johnson-O'Malley program staff and parents, but at the local level Johnson-O'Malley and Title V administrators and parent committee members are often the same people. Furthermore, the Johnson-O'Malley program does not have a technical assistance program for its grantees.

There is no efficient programmatic structure for sharing materials among centers. Every IETAC develops materials and provides training on needs assessment, the preparation of grant applications, and project evaluation. Most staff members agreed that a central repository or clearinghouse--possibly run by one of the IETACs--would facilitate coordination.

Cost concerns cut across all coordination activities. According to OIE staff, it was budget considerations that prompted them to reduce the number of annual meetings among IETAC staff. This has had a deleterious effect on inter-IETAC coordination, according to IETAC staff members. Within individual IETACs, the costs of travel, staff time, and other resources for coordination efforts are always weighed against those for direct services to clients.

IETAC staff also reported that a prohibition against out-of-region travel for any purpose has quashed several potential collaborations among IETACs, and between IETACs and other federally funded technical assistance providers. For example, although Center II and Center III IETACs both conduct summer institutes for educators of Indian children, OIE discourages collaboration between the two institutes because they occur in two different (but adjacent) regions. In another instance, when one of the regional laboratories invited an IETAC director to collaborate in the development of a training package for teachers in a state served by both the lab and the IETAC, OIE disallowed the travel, according to IETAC staff, because the lab is located in a state outside the IETAC's region.

IETACs and several other federally funded technical assistance programs do similar work. For example, the IETACs, Chapter 1 TACs and RTACs, migrant Program Coordination Centers, and Title VII Evaluation Assistance Centers all develop materials and training to assist their clients in evaluation issues such as test selection, evaluation design, and data management and analysis. Despite variations associated with their target student populations (e.g., bilingual and migrant programs serve students who can't be tested in English; mobility confounds efforts to match pre- and post-test scores for migrant children) and differences in the reporting requirements for different categorical programs, the principles of assessment and evaluation are similar across programs (e.g., establishing desired

outcomes; identifying meaningful and objective indicators of change; gathering data to assess progress; identifying milestones or interim evaluation points; methods for analyzing, interpreting, and reporting data). Other aspects of categorical program work--such as grant/contract management, fiscal accountability procedures, and strategies for assessing program needs--also lead to similar types of technical assistance substance and strategies across program areas.

These similarities do not mean, however, that service recipients are saturated with technical assistance. Indeed, the busy fieldwork schedules of the ten ED-sponsored technical assistance programs reviewed in a recent study (Haslam, Janger, Laguarda, Panton & Pringle, April 1994) suggest that this is far from true. It does suggest coordinated service provision may indeed make the delivery of technical assistance more efficient and effective. For example, in schools and districts where limited English proficiency, cultural dissonance, and poverty affect the development of many students, a coordinated approach to technical assistance may facilitate a more integrated approach to improving educational opportunities and outcomes for all students.

III. EFFECTS OF IETAC SERVICES

The success of the IETACs depends on their ability to provide useful information and assistance to those who request it. If their services are not perceived as useful or beneficial, Title V grantees and potential grantees will not continue to seek their help, and important needs may go unmet.

In this section, we report on the survey respondents' assessment of the quality of IETAC services and describe the outcomes and effects of these services from the perspective of service recipients, IETAC staff, and the staff of agencies and organizations who are familiar with the work of the IETACs and those whom they serve.

Service Quality

Based on the survey data, it appears that the IETACs are fulfilling the needs of most of those who seek their assistance. IETAC accessibility, responsiveness, and their ability to locate and develop useful materials and resources were the three most valued IETAC attributes, according to the majority of survey respondents who ranked them (table 13). Relatively few survey respondents indicated that a shared ethnic/cultural identity with IETAC staff was particularly valuable to them. Although this appears to contradict the opinions expressed by IETAC staff that a shared ethnic/cultural identity with those whom they serve is very important to their success, a closer analysis of the survey question ("*I* share an ethnic/cultural identity with IETAC staff") and the identity of the survey respondents suggests that this may not necessarily be the case. IETAC staff emphasized the importance of this feature in their relationships with parent groups, particularly those residing in traditional American Indian communities. However, the surveys were completed primarily by Title V project staff--not representatives of parent groups--who were not necessarily of American Indian backgrounds themselves. Furthermore, a Title V project director, regardless of ethnic background, might be more inclined to focus on the needs of the project as a whole.

Table 13
IETAC Attributes Valued by Service Recipients

What do you value most about IETAC services? (rank your top 3 responses)[13]

IETAC Characteristics	*1st* (n=402)	*2nd* (n=373)	*3rd* (n=356)	*Percentage of Population Selecting Each Characteristic as Either 1st, 2nd, or 3rd* (n=402)
Their accessibility	44%	19%	14%	74%
Their response time to questions and requests	21	31	14	62
Their ability to locate/develop useful materials and other resources	12	18	27	53
Expertise/knowledge in curriculum and instruction	7	11	16	31
Their sensitivity to local Indian culture	5	9	11	23
Opportunities to network with other grantees	3	7	10	18
I share an ethnic/cultural identity with IETAC staff	3	3	7	12
Other	1	1	2	4

Table reads: Forty-four percent of survey respondents ranked IETAC accessibility as the *most* valuable IETAC characteristic.

[13] Approximately 16 respondents (3 percent) indicated that they did not value IETAC services.

Responsiveness

Eighty-five percent of those who are familiar with the IETACs indicated that they requested materials or assistance from an IETAC. Nearly all of these respondents (99 percent) stated that they received the assistance they requested, and 98 percent said the IETAC response to their request came at "about the time needed" or "more quickly than needed." This finding supports the claim made by IETAC staff that all requests for service are answered--whether through an on-site visit, a telephone consultation, a written explanation, or some other means.

The IETACs also received positive ratings for the follow-up assistance they provide. Nearly all (98 percent) of those who reported that they requested follow-up services indicated that the IETAC had followed up on their requests by sending additional materials, providing additional contacts on a specific topic, or setting up an on-site visit. Eighty-four percent of these service recipients described the IETACs' follow-up assistance as "very responsive" to their needs, and 14 percent described the follow-up assistance as "moderately responsive."

Usefulness

Those respondents who received different types of assistance (e.g., materials, workshops, on-site visits) in various topic areas were typically very positive about their experiences. Few (less than 10 percent of those who rated the usefulness of each topic) reported that they found the assistance that was offered to be "not at all useful," while two-thirds or more found the assistance to be "very useful."

IETAC service recipients who rated the usefulness of IETAC materials and services (e.g., workshops, on-site visits) vis-à-vis materials and services provided by other technical assistance providers also judged the IETACs very favorably (table 14). Over half (54 percent) of the service recipients who compared IETAC materials and workshops with the materials and workshops provided by other technical assistance providers indicated that IETAC materials and workshops were "more useful" than those provided by other technical assistance providers. Similarly, 60 percent gave the IETAC on-site visits a superior rating. Very few service recipients (between 5 and 8 percent in each of the three areas) reported that IETAC materials, workshops, or on-site visits were "less useful" than the services provided by other technical assistance providers.

Overall, our survey respondents could find little to say that was negative about IETAC staff and their services. Two-thirds (66 percent) of the service recipients who responded to the question on

IETAC shortcomings indicated that there were "no shortcomings" in IETAC services. Respondents who did indicate shortcomings were divided fairly evenly across the list of possible shortcomings: "I had heard the training before..." (6 percent), "the assistance was too managerial with little focus on curriculum issues, parenting skills..." (5 percent), and "the assistance did not apply to our project" (4 percent). A few also felt that the IETACs did not provide a direct answer to their questions (4 percent), and that the IETACs did not spend sufficient time with their program (3 percent).

Further analysis of the data discussed in this section by type of grantee (e.g., formula versus discretionary grantees), urbanicity, grant amount, number of years the program was funded, and focus of the Indian education project yielded no significant differences among subgroups of respondents in terms of their perceptions of IETAC usefulness and responsiveness.

Indeed, several of the SEA and organization representatives said that the place for improvement in technical assistance for Indian education is in the nature and scope of the IETACs' mandate to assist. Specific recommendations for improving the IETACs' effectiveness by changing their mandate include the following:

- IETACs should be permitted and encouraged to address systemic changes in local schools and districts that would benefit American Indian children; IETACs need to develop local capacity for integrating Indian education issues into the mainstream education discourse by focusing technical assistance on school improvement, with an emphasis on multiculturalism;

- Rules and regulations that currently prohibit or discourage IETACs from involving themselves in some of the most pressing needs that face American Indian communities today--such as awareness of alcohol abuse, youth leadership, and community wellness--should be reversed;

- IETAC assistance is high-quality but, by design, low-intensity; higher-intensity assistance may increase effectiveness; and

- OIE and the IETACs should share information about successful Indian education programs with a larger audience through the National Diffusion Network and other networks geared to promote effective educational practices.

Table 14
IETAC Technical Assistance Compared with Assistance from Other Providers

How does IETAC technical assistance compare with that of other technical assistance providers?

Ratings by Service Recipients	*Materials* (n=236)	*Workshops* (n=228)	*On-site Visits* (n=179)
More Useful	54%	54%	60%
About the Same	41	37	33
Less Useful	5	8	8

Table reads: Fifty-four percent of survey respondents reported that IETAC materials were ***more*** useful than materials provided by other technical assistance providers.

Reported Outcomes

Survey Respondents' Assessments of IETAC Effectiveness

When IETAC service recipients were asked whether they had changed their projects based on IETAC assistance, 43 percent reported that they had. The influence of the IETACs is most evident among formula grantees. For example, 45 percent of formula grantees indicated that they had made changes to their projects; only 27 percent of discretionary grantees indicated that they had made changes.

Of those that changed their projects, 54 percent identified needs assessment procedures as the programmatic feature that was changed, 52 percent pointed to program design, and 46 percent said evaluation design (table 15). This overall pattern holds up across formula and discretionary grantees although the proportions vary.

Table 15
Programmatic Changes Resulting from IETAC Assistance

How has IETAC assistance helped you to change your Title V program? (CIRCLE ALL THAT APPLY)

Type of Change	*Total* (n=183)	*Formula Grantees* (n=166)	*Discretionary Grantees** (n=17)
Needs assessment procedures	54%	56%	41%
Program design	52	54	35
Evaluation design	46	48	29
New curriculum materials	25	25	24
Teaching practices	20	20	18
Other	9	9	6

* Caution: This "n" is very small--each respondent accounts for approximately 6 percentage points

Table reads: Of those who reported that an IETAC helped them change some aspect of their program, 54 percent made changes to their needs assessment procedures.

Perceptions of IETAC Effectiveness among Other Organizations

To understand the perceptions of other organizations regarding the effectiveness of IETAC services, we conducted telephone interviews with informed individuals in five state departments of education (spread across the major geographic regions of the country) and in four Indian education organizations. Although the views of these individuals are by no means nationally representative, they do offer an impression of how the IETACs' services are perceived by some who are involved with Indian education and are familiar with the IETACs, but who are not local Title V grantees.

Overall, these individuals report a positive view of the IETAC staff and their work, specifying that IETAC staff are well informed and generally well regarded, accessible, and pleasant to work with. One SEA representative noted that because of these staff characteristics and the fact that IETACs have entry into many schools that serve American Indian children, the IETACs are particularly well positioned to serve as a catalyst for broad-based educational change that will improve

learning conditions for American Indian students. However, the IETAC mandate must change for this potential to be realized.

IETAC Perceptions of Their Own Effectiveness

OIE's accountability procedures require IETACs to tell OIE what they are doing and what they have accomplished in terms of adherence to the Baseline Management Plan, which is required by the contract's statement of work. The IETACs do this through monthly reports, annual reports, and an end-of-contract-period report. The reports are very detailed, listing all center work by task and accounting for all workshops, on-site assistance, telephone calls, and dissemination activities. The annual and end-of-contract-period reports also include a self-assessment of effectiveness that typically lists the skills and capacities taught to grantees by IETAC staff and summarizes workshop evaluation scores.

The IETACs' accountability for the ultimate effects of their work is limited. Two center directors in particular observed that, although the reporting requirements are effective in forcing the IETACs to assemble reliable data that can help them organize and implement their own programs, they are of little use in gauging improvement in Title V grantee projects. The IETACs are not, for example, required to track the effects of their services in terms of project-related changes made by grantees, or the quality and characteristics of actual educational services to students. Several IETAC staff members pointed out that given the small contribution that Title V projects make to the overall educational program in most schools, combined with all of the other intervening variables in schools, tracking the influence of IETAC services would be impossible.

Instead, IETACs look to more immediate and short-term indications of client satisfaction to gauge the value of their work. The primary source of formal feedback that the IETACs receive from their service recipients is workshop evaluation forms. These are distributed at every workshop, and participants are asked to rate components of the session (e.g., presentation, knowledge of subject, usefulness of information) on a five-point Likert scale. Our document review indicated that participants in IETAC workshops give them high marks, with most receiving a 4+ rating. Although they are proud of the high scores they receive, most IETAC directors acknowledge the limitations of the forms, adding that they must be "taken for what they're worth." Several stated that because comments and suggestions for improvement are rarely offered, they have little to guide them in making changes and improvements.

There is no formal mechanism in place to provide feedback on the quality of IETAC materials, phone and mail assistance, or on-site visits. Evaluation forms are deemed inappropriate for these services because respondents would not be anonymous. For these services, the IETAC staff reported that they rely on conversations with grantees during and after the service, body language, facial expressions, and level of engagement during consultations and training sessions. They also receive unsolicited comments in the mail, over the telephone, and at conferences and other events that grantees and potential grantees attend.

Although some IETAC staff pointed to the progress that some parent committees have made in their region and to improvements in the quality of instructional materials that are now available in some districts, few could provide definitive indicators of how their work with grantees has led to direct improvements in education for American Indian students. Typically, IETAC directors pointed out that they cannot accurately isolate IETAC effects because of: (1) the limited contact that they typically have with grantees; (2) the supplementary nature of the Title V program and its lack of connectedness to the regular school program in most districts; and (3) the presence of many other intervening programmatic variables (e.g., Chapter 1, Title VII) that influence American Indian students.

Several IETAC directors reported improvements in the overall quality of IEA grant applications in recent years and a reduction in the number of deficiency notices that grantees have received. These reported improvements in program design, needs assessments, and evaluation designs were offered as evidence of IETAC effectiveness. One director concluded: "If our job is creating better Title V applications, then we can see we are doing that."

Despite their apparent effectiveness and widespread recognition of the need for application-related assistance, IETAC staff expressed mixed feelings about being so heavily involved in this process. Many staff members noted ironically that although they are responsible for ensuring the submission of high-quality formula grant applications, they have no authority to require applicants to meet high standards in order to receive funding. Several pointed to occasions when grantees ignored their suggestions for project improvement, claiming that the changes were unnecessary for securing grant funds. Other IETAC staff pointed out that standards and requirements for acceptability seem to vary from year to year, with the result that it is difficult to give advice on what constitutes a "good" application. Frustration over this issue led one director to comment that "since OIE is responsible for assessing the applications, it should be responsible for providing the required training...."

Strengths and Limitations of the IETAC Role

High visibility is a measure of IETAC success in itself; being recognized as a resource is an important precondition for assisting and ultimately influencing local Title V projects. The fact that 92 percent of 512 survey respondents reported that they have heard of the IETACs and 90 percent of 473 respondents said they are familiar with IETAC services suggests that the IETACs have positioned themselves to be influential change agents.

The important question is: Change agent for what? As illustrated in table 15, the areas in which the IETACs currently appear to have the most influence are those associated with the preparation of the Title V grant application: needs assessment procedures, program design, and evaluation design. These are in fact strategic areas that can help inform--and be informed by--school and district plans and activities that are aimed at educational improvement for all students (e.g., Goals 2000 plans, standard-setting activities, alternative assessment designs). However, the evidence suggests that OIE will need to provide clear signals of intent and support to IETAC staff and Title V grantees for many grantees to take a strategic approach rather than focusing more narrowly on project procedures.

Time is also at issue. There is a widespread perception among IETAC staff that attention to improving applications reduces their availability to provide grantees with more of the substantive assistance needed to improve conditions for American Indian students within the context of schools and districts. One IETAC director pointed out that "good applications do not necessarily mean good programs." In this director's view, IETACs should be more involved in helping grantees develop and implement a more integrated vision of Indian education--which is more directly related to educational improvement--rather than focusing so heavily on applications and other managerial and administrative concerns related to an isolated project.

What Influences IETAC Effectiveness

Based on our analysis of the findings described in this report, we have been able to identify several key factors and conditions that facilitate and impede IETAC effectiveness. The findings and conclusions related to each are summarized below.

Factors and Conditions that Facilitate Effectiveness

Cross-cultural knowledge and sensitivity. The fact that IETAC staff members and consultants are knowledgeable of and sensitive to local American Indian culture is very important to some American Indian parents and staff, particularly those who live in very traditional communities. Although those who are not American Indian may possess this sensitivity, the fact that the majority of IETAC staff are American Indian and are familiar with the language and customs of various tribes is important, and cannot be overlooked or discounted. A failure to recognize and consider the unique attributes of American Indian culture in the process of delivering technical assistance might harm the relationship between technical assistance providers and those whom they serve and reduce the effectiveness of the assistance offered.

Widespread recognition. The IETACs are well known among those who are involved in the field of Indian education. Their high visibility enables them to be a useful and valuable conduit for knowledge and information on a range of topics and issues that are of interest and relevance to Title V grantees and potential grantees.

Well-planned and organized services. A great deal of thought and planning goes into the scheduling of each IETAC workshop. IETAC staff are aware that most grantees and potential grantees operate with limited resources and are often widely dispersed throughout the region. Using regional maps and other information, IETAC staff endeavor to select workshop sites that are accessible to as many grantees as possible--even those located in remote areas. In addition, IETAC staff are aware that attending workshops is costly to many grantees and potential grantees, particularly in terms of travel costs and personnel time. Thus, centers use various strategies to make their workshops attractive and worthwhile to those who must travel far, and who have limited resources. For example, workshops are sometimes held over a two- rather than one-day period so that attendees can get the most for their effort; multiple topics--that are often decided upon based on an analysis of attendees' needs--are addressed during each workshop so a wider range of needs can be met; and time for individual consultations and assistance is often scheduled for those who need specific help for their projects.

Experience and responsiveness. The IETACs have the knowledge and skills to fulfill their responsibilities and are able to satisfy the terms of their contracts. In addition, the centers are responsive to the needs of those whom they serve (e.g., telephone calls are answered promptly, information is gathered in a timely manner) and they communicate this sense of caring to those whom they serve.

Factors and Conditions that Impede Effectiveness

Over-emphasis on grant application assistance. Title V grantees focus a great deal of attention on their grant applications and the managerial and administrative details that must be attended to in order to satisfy federal requirements. As a result, much of the technical assistance they seek and receive from the IETACs is concentrated in these areas (e.g., completing the needs assessment section of the grant application, developing program management strategies). Assistance related to the content and substance of Title V projects, or that addresses some of the other identified needs described earlier in this report, is offered far less frequently and appears to be of secondary importance--even though this type of assistance is likely to have a more direct impact on the quality of the educational services that American Indian students receive. Although service recipients are generally satisfied with the quality and usefulness of the work the IETACs do, many Title V grantees and representatives of SEAs and other Indian education organizations believe that with a broader mandate and a redirection of resources, the centers could be more effective in helping grantees to improve the overall quality of the educational services they provide.

Accountability requirements that emphasize the quantity of services over the quality and intensity of the assistance. IETACs are required to demonstrate that they serve a large number of grantees, so they keep detailed records of each individual contact (e.g., phone calls, mailings, on-site visits) they make. In contrast, they are not required to provide information on the intensity of the assistance provided, or to demonstrate that the service recipient used the information they received to implement specific changes or achieve improvements in their project. According to one director, two or three face-to-face encounters with a single grantee--including regional workshops--is the high end of current grantee-IETAC contact. Unfortunately, this low-intensity assistance that the IETACs offer is unlikely to have a lasting effect, regardless of the quality of each individual assistance episode. Several decades of research have demonstrated that educational change is a complex process that takes time (Chimerine, Haslam, & Laguarda, 1994; Fullan, 1991; McLaughlin, 1990), and the IETACs do not provide the sustained, long-term help to individual grantees that is necessary for this to occur.

Contractual and legislative requirements that restrict IETAC initiative. Conflicts among and between individuals involved in a Title V project (e.g., parents, teachers, school administrators), a lack of authority among some to request IETAC services, and the absence of desire and motivation among some Title V directors and staff to strive for excellence rather than the minimum standards of acceptability, all serve to hinder the work of the IETACs in some school districts. When such conditions exist, the IETACs may not be invited in to provide assistance even though help is desperately needed and some individuals (e.g., a parent group) do want a center's help. Because the IETACs must be formally invited in to offer specific help, their ability to take the initiative in making

suggestions for improvements, to go beyond the specific request that has been made to address other noticeable problems, or to coax reluctant administrators to strive for greater improvements, are all restricted.

Limited support for coordination. There is little leadership and support for coordination among technical assistance providers at the federal level (e.g., the COTRs in charge of each technical assistance program rarely communicate with each other). In addition, contract regulations that prohibit out-of-region travel for IETAC staff and that have reduced funding for meetings of IETAC directors effectively eliminate opportunities for increased coordination between the IETACs and other technical assistance providers, and among the IETACs themselves. As a result, some of the benefits of coordination that might have accrued to IETAC staff (e.g., staff development opportunities) and their service recipients (e.g., access to new information and materials) are not realized.

Limited use of technology. The IETACs could make greater use of technology to more efficiently produce and disseminate information and materials to service recipients. For example, although each center spends a great deal of time researching and preparing materials on a range of topics that are relevant to all IETAC service recipients, there is no central database or clearinghouse into which such documents are deposited and organized. Similarly, although many IETAC service recipients have computers, E-mail, and other technologies that they use to communicate with other technical assistance providers, the IETACs have used these technologies with less frequency.

Poor communication and coordination between the IETACs and OIE. Most Title V grantees regularly interact with both OIE and the IETACs, and the content and quality of their projects are shaped by these interactions. When there are inconsistencies in the information and guidance that are provided by each organization it is, at the very least, frustrating to grantees. The current relationship between OIE and the IETACs does not include the mutual exchange of ideas and information that could lead to the development of programmatic changes and improvements--within the IETACs, OIE, and or Title V projects--that might ultimately improve educational services to American Indian students.

IV. APPROACHES FOR IMPROVING ED-SPONSORED TECHNICAL ASSISTANCE

In this section we suggest several approaches for ED to consider that are likely to enhance the ability of technical assistance providers to contribute to educational improvements for American Indian students. In many cases, the new directions suggested are also relevant and potentially useful to ED-sponsored technical assistance providers who offer assistance to programs that target other groups of students (e.g., limited English proficient, migrant).

The approaches outlined below reflect the suggestions of those whom we have interviewed, as well as the conclusions that we have reached based on our analysis of all the data collected throughout our study. Specifically, they address new roles and responsibilities for assistance providers, the internal operations and relationships among groups of assistance providers who address the same program needs, and the relationships between ED-sponsored technical assistance providers and ED.

Roles and Responsibilities

1. ***Reassign grant application-related responsibilities.***

The IETACs are similar to other technical assistance providers that support categorical programs (e.g., Chapter 1 TACs and RTACs, Migrant Education Program Coordination Centers, Title VII Multifunctional Resource Centers) in that they focus a great deal of attention on helping their service recipients understand and perform tasks related to meeting program regulations. If, however, the assistance providers' application-related responsibilities were relieved or eliminated, they would be able to focus more of their energies on helping grantees meet the instructional, curricular, and developmental needs of their Indian students.

The IETAC staff view the latter task as more directly related to genuine program improvement; however, Title V grantees will continue to need assistance with the administrative and managerial tasks associated with completing applications and designing sound programs. One possible solution is to have one or more centers specialize in grant-application assistance, thereby eliminating the need for others to offer this service. Assistance providers in other regions would then have the time and resources to respond to the non-application needs of grantees in more than one

region. Another solution is to give OIE this responsibility. There are approximately 25 full-time IETAC staff members. Estimates of the amount of time spent on assistance that is directly or indirectly related to the grant application--based on conversations with IETAC staff and a review of IETAC documents--range from a minimum of one-third of their time to as high as 90 percent. This suggests that OIE would need to hire a minimum of eight full-time staff to work exclusively on helping grantees in this area. Twice that number might be necessary to ensure that grantees continue to enjoy the level of attention and responsiveness that they have come to expect from the IETACs. In addition, OIE would have to take steps to increase its outreach and accessibility to grantees and potential grantees (e.g., improving communication through the creation of a toll-free telephone line for Title V grantees) if quality service is to be maintained.

With the elimination of the requirement to provide grant application assistance, technical assistance providers may need to work harder to establish connections with the Indian education community. Since applications may be approved--and programs funded--without the services of a technical assistance provider, request for technical assistance may decrease. Assistance providers may find that they are required to be more assertive in their efforts to disseminate information on the kinds of help that are available, identify needs, and convince potential service recipients of the need for their services as a means of improving Title V program quality.

2. ***Direct assistance providers to offer more intensive assistance in improving the content of Title V programs (e.g., curriculum and informational materials, instructional approaches, and counseling practices).***

The heavy emphasis on preapplication workshops and application "clean-up" steals time from more complex and more far-reaching types of assistance. As Turnbull (1994) points out in her paper on technical assistance and systemic reform, sustained, long-term assistance that includes the transmittal of new information and materials, the modeling of new skills, and the observation and ongoing critique of the implementation of new instructional strategies, curriculum, and policies, is likely to be more effective in improving education programs than the pattern of one-time-only assistance that most technical assistance service recipients currently receive. More intensive "coaching" must be characteristic of the technical assistance the centers provide if it is to result in the "the profound changes in individual and organizational capacity" that are needed in many schools and districts (Turnbull, 1994). The problems of poor student achievement, alienated parents, inadequately prepared school staff, and resource-starved school districts that we know are present in many communities are widespread and deepseated. Intensive, long-term help is required to combat them.

The evaluation of the Chapter 1 program improvement initiative (Chimerine, Haslam, & Laguarda, 1994) illustrates how difficult it is to "create and support technical assistance programs that recognize and address the complexity of school change and the professional needs and capabilities of educators." The study's findings suggest that technical assistance should not only be sustained over a reasonably long period of time, but it should move beyond the simple transfer of knowledge and skills; assistance should enhance participants' problem-solving skills, and participants should be fully engaged in the change process, not passive recipients of assistance.

3. ***Direct assistance providers to help promote in the mainstream operations of schools and districts, the integration and institutionalization of teaching practices and materials that are effective with American Indian students.***

Several SEA and Indian education organization representatives suggest that the IETACs should adopt and promote a more integrated approach to Indian education, one that views effective education for American Indians within the context of--not separate from--mainstream education. In addition, most IETAC staff members believe that working with the Title V program in isolation from the wider school environment is unlikely to result in educational improvements and changes that will promote real academic progress among American Indian students. American Indian students still return to classrooms that lack culturally appropriate curriculum, and to teachers and fellow students who frequently make inappropriate and insensitive comments, exhibit hostile attitudes, or display a general lack of cross-cultural understanding.

Technical assistance providers should help Title V grantees to develop strategies for integrating their projects with general school programs, and they could contribute to schoolwide and districtwide improvement initiatives by helping teachers and administrators develop new programs and structures that address the needs of their American Indian students. The Indian Nations at Risk task force made similar recommendations in its report when it called for greater integration of "the contemporary, historical, and cultural perspectives of American Natives" in education (ED, October 1991[b], p. 24). The report added that education should have "a multicultural focus to eliminate racism and promote understanding among all races."

4. ***Authorize technical assistance providers to be more proactive in their relationships with Title V grantees, and require that grantees seek technical assistance when particular needs or areas of weakness in their project have been identified by ED or the technical assistance provider.***

Because of their close contact with grantees, the IETACs are often the first to become aware of which local projects are particularly weak, which are blatantly out of compliance (e.g., using funds for unauthorized activities), and which have internal conflicts that have prevented them from requesting assistance. Currently the IETACs have no authority to ensure that these projects take the necessary steps towards improving their services to American Indian students. This has hindered their ability to influence change and improvements. By: (1) authorizing technical assistance providers to initiate contact with school district and Title V project personnel, or (2) requiring that grantees seek technical assistance when needed (e.g., by making it a condition for future funding), policymakers could enable assistance providers to positively affect the weakest projects in their region. The second option, while taking a stronger stand on the provision of assistance, has the possible disadvantage of placing the assistance provider in a new and perhaps unwelcome role--that of a mandated intervention rather than an invited helper.

5. ***Organize technical assistance to develop the capacity of communities to address some of their own local needs.***

Technical assistance providers could assist American Indian educators within SEAs, LEAs, tribal colleges, and other local institutions to address local parent committee training needs. Assistance providers could also offer training in conflict mediation and team building where necessary. Not only would this allow assistance providers to devote more of their time to other areas of need, but these local personnel would be in a better position to offer the kind of long-term follow-up that is necessary for real change and improvements to occur.

6. ***Organize technical assistance to encourage and facilitate the building of partnerships and networks among Title V projects and organizations in local communities (e.g., tribes, businesses, health care and social service providers) for the purpose of sharing information, and locating and directing additional resources to meeting the multiple needs of American Indian students.***

Among the many goals of current education reform efforts is that of better integrating education and related services. To this end, technical assistance providers should work to increase awareness of locally available resources and offer guidance on how these resources can be effectively integrated into service recipients' programs in order to increase their impact.

Based on information provided by IETAC staff members, and on comments written in the surveys by several Title V directors, it is apparent that many Indian education projects are in need of

additional resources to more effectively meet the needs of their students. Through the establishment of partnerships and linkages between grantees and local organizations, some of these needs can be addressed. For example, local organizations may share facilities for afterschool programs and activities, college students and staff may volunteer their services by being mentors to students, businesses may make financial donations or provide students with valuable volunteer or paid employment opportunities, and counselors from local agencies may be invited in to provide follow-up services to students.

Technical assistance providers such as the Special Education Regional Resource Centers, the Vocational Education Curriculum Coordination Centers, and the Title VII Multifunctional Resource Centers actively promote the creation of networks among their service recipients (e.g., state policymakers, program managers, superintendents, principals) for the purpose of sharing information and addressing issues of mutual concern. Title V grantees could derive similar benefits from the establishment of formal networks that are facilitated by technical assistance providers.

7. ***Fund each technical assistance provider to develop and carry out research projects that address questions that are important in their own regions, and that are also relevant to the broader American Indian education community.***

In recent years, a number of American Indian educators from around the country have called for more research efforts in the area of American Indian education. For example, one of the recommendations made by the Indian Nations at Risk task force was for the establishment of a national research and school improvement center for Indian education that "would serve as a resource for schools educating American Indian children, tribes, state departments of education, and universities..."(ED, October 1991, p. 29). The IETACs have close, ongoing relationships with American Indian students, parents, and educators in every region of the country. With additional resources and an appropriately trained staff, they could take advantage of their proximity and access to American Indian students and institutions (e.g., tribal colleges) to contribute to a national American Indian education research agenda by conducting studies on a range of topics that are of interest to educators (e.g., a broad-based study of American Indian children's learning styles and their effects on student assessment). In addition, regionally based centers could disseminate research findings nationwide.

There is precedent for combining research and assistance roles. In addition to their technical assistance responsibilities, the regional educational laboratories also conduct applied research and disseminate findings on a range of educational topics and issues to school districts, state policymakers,

and other interested parties. In a recently completed evaluation of the regional educational laboratories (Policy Studies Associates, forthcoming), service recipients indicated that they value the laboratories' knowledge of research and their ability to integrate this knowledge with the assistance they provide. For example, workshops frequently include information generated from ongoing or recent applied research and development.

8. ***Permit some specialization of functions across centers, coupled with more active coordination among the centers.***

The existing duplication of effort across the IETACs could be lessened by encouraging assistance providers that serve the same program to pool their resources in such functions as materials development. Taking this coordination a step further, particular centers could develop special expertise in one or more issues (e.g., adult education, curriculum development) and then act as resources to the other centers. Such specialization could go hand-in-hand with the development of closer collaboration across the network of centers that serve the same program, and would help to expand the notion of collaboration among technical assistance providers beyond information sharing to include the exchange of products and training materials. Some examples of this kind of collaboration among technical assistance centers within the same program are found in the Special Education Regional Resource Centers (which coordinate activities through 12 collaborative work groups that draw members from each of six centers) and the Title VII Multifunctional Resource Centers and Migrant Education Program Coordination Centers (both of which permit up to ten person-days a year for staff to share ideas and information with other centers in the program).

This concept of specialization coupled with increased coordination may be extended to include all federal technical assistance programs. Recipients of federal technical assistance in various programs (e.g., Chapter 1, special education, Indian education, bilingual education) regularly seek help in trying to understand and comply with federal requirements and regulations related to their programs; however, much of this information and assistance has little direct bearing on the content or quality of the educational services they provide (Turnbull, 1994). If a distinction were made between administrative and managerial technical assistance services versus assistance that is targeted at improving the quality and content of education services--and centers allowed to specialize in one or the other--services might be provided more efficiently. For example, a technical assistance provider who is knowledgeable and familiar with an issue cutting across several different programs could provide help in these areas to service recipients in a various programs. In addition, this technical assistance provider would be able to recognize the similarities between programs and could, on many occasions, enjoy "economies of scale" (e.g., by scheduling one workshop on needs assessment that

representatives of different programs--who need this information and skill because of similar program requirements--would find useful). This would allow other technical assistance providers to concentrate their efforts and resources on "capacity building" activities that will likely improve the quality of the services that the recipients of technical assistance provide to students. Financial benefits (e.g., a reduction in travel costs) might also be realized.

Internal Operations

9. ***Expand the use of technology in order to more effectively meet the needs of Title V grantees and potential grantees.***

The creation of a database of documents related to Indian education for use by educators, parents, and students would facilitate the dissemination of needed materials and information to local communities. Our survey data indicate that almost half of all IETAC service recipients and potential service recipients have access to a computer that could be used to tap into a database of reports, curriculum, and training materials that are maintained by a technical assistance provider. This kind of support is available to other programs. For example, each Title VII Multifunctional Resource Center is responsible for gathering information (e.g., research findings, curriculum materials) on a particular topic in bilingual education. Materials are then forwarded to a central clearinghouse where they are organized, filed, and disseminated on request to Title VII programs.

Our survey data also indicate that the majority of IETAC service recipients and potential service recipients have access to televisions with video players. Another possible use of technology involves the development of training videos that address some of the more frequent and standardized requests of grantees (e.g., steps to follow in conducting a needs assessment, or a guide for developing program objectives). A team of OIE staff, technical assistance center directors, and experienced Title V administrators could preview each video to ensure that all relevant questions and issues are adequately addressed. A document providing information on subsequent modifications could be published annually and disseminated to each grantee in order to keep video information from the centers current. E-mail may also be used to keep grantees abreast of new developments.

The telephone conferencing capabilities of service recipients could also be used more effectively. Assistance providers could schedule and organize telephone conference calls among groups of Title V grantees who might benefit from the opportunity to network with others or to discuss issues of mutual concern.

In addition to using technology as a tool for improving the delivery of technical assistance, technical assistance providers can also help to promote the use of technology by American Indian students in educational settings. This would be in keeping with the recommendation made by the Indian Nations at Risk task force which called for the creation of "a national information center to collect and distribute information on educational technology and programs that use technology for improving schools and learning" (ED, October 1991[b], p. 29).

10. ***Require the provision of professional development in all areas relevant to the technical assistance providers' work (e.g., curriculum development, issues in adult education, conducting a needs assessment) in order to build the capacity of center staff.***

There is an ongoing need for state-of-the-art knowledge in all aspects of education among assistance providers, particularly as it relates to the unique cultural and academic needs of American Indian students. However, the average amount of time devoted to formal professional development for IETAC staff in 1992 was one day per staff member, the minimum amount required under their contract.[14] Although the nature of technical assistance makes protecting time for study, reflection, and planned change difficult for assistance providers, it is essential that sufficient time be made available, given the rapid pace of knowledge development in education and related fields. Tribal colleges are a potentially important source of information and training for technical assistance providers who work with Title V grantees. For example, they can provide assistance providers with resources (e.g., faculty expertise, general and tribe-specific education information and materials), and help to identify emerging needs and relevant issues of local or regional concern.

11. ***Require technical assistance providers to demonstrate staff skills appropriate to any addition to their mission.***

The skills needed for helping local educators understand Title V regulations and complete a grant application are different from those needed to conduct research, or to work through the complex issues associated with overhauling a school system to improve education for American Indian children and adults. Any changes in the role of a technical assistance provider would require staff who possess a combination of breadth and depth in knowledge and skill in many areas--a team that includes both generalists and specialists. Perhaps more important, it would also require a staff who

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[14] Under the terms of the interim contract, the number of days reserved for staff development has been increased to five.

demonstrate acumen in sustaining relationships with the power brokers and gatekeepers in schools, districts, and communities.

Relationships with ED and OIE

12. ***Change the accountability measures that govern technical assistance operations and reporting procedures to emphasize the provision of more intensive services that are geared towards achieving real program improvements.***

ED could significantly influence and shape the work of all technical assistance providers by modifying current accountability requirements and establishing performance indicators that measure outcomes rather than volume of activities. Current measures emphasize racking up numbers of contacts with service recipients--through mailings, telephone calls, and face-to-face visits. As a result, technical assistance providers endeavor to serve as many people as possible. However, this emphasis on broad coverage runs counter to the intensive and sustained attention that is needed to help service recipients make fundamental and lasting improvements in education for the students whom they serve. A federal focus on long-term improvement might prompt technical assistance providers to target services to fewer service recipients and to build in opportunities for continuity and follow-up in their relationships with clients.

Under these conditions, a different set of accountability measures would be required: measures that would reflect this move to a more high-intensity-low-coverage approach to technical assistance. In discussing the evaluation of technical assistance, Turnbull (1994) makes the following suggestions for improving on the inherent limitations of counting contacts and administering customer surveys--two of the common means by which the performance of federal technical assistance providers are now measured:

- Develop an appropriate measure of continuity in service (e.g., centers could assess depth (versus breadth) of service by keeping track of the number of times a single service recipient received information or training).
- Collect and analyze information on reciprocity in the relationship with service recipients (e.g., centers could document evidence that feedback has resulted in modifications to a workshop).

- Develop customer surveys that collect data on specific examples of *how* new information or training has been applied to service recipients' projects--not just on service recipients' ratings of the quality of information and training received; this information could be compiled and included in center reports, and

- Invest the resources necessary to create more complex measures that will provide more detailed information on center processes, service content, and their effects (e.g., case studies of interactions between service providers and service recipients over time). The regional educational laboratories currently conduct a more detailed assessment of their operations--with the help of outside consultants--than is typical of most technical assistance providers. It is also possible to build in-house capacity to do this.

13. ***Modify the reports that assistance providers produce so the connections among goals, activities, and outcomes are evident.***

Although many technical assistance programs require individual assistance centers to conduct an evaluation of their services, the reports that are currently produced shed little light on the impact of assistance activities on service recipients (Haslam et al., 1994). They tend to focus on compliance issues rather than the quality of the services that have been provided and the contributions to the institutions and organizations assisted. While the monitoring of contract compliance cannot be ignored, new reporting requirements that provide clearer evidence of the link among goals, activities, and outcomes are essential.

One example of how this might be accomplished is to require assistance providers to keep a record of the goals or problems that Title V grantees identify when they make requests for a specific type of on-site visit. After the initial on-site visit, the assistance provider would maintain contact with the grantee--offering additional follow-up assistance as needed--in order to determine the extent to which the originally stated goals have been met or the problem solved. Contractual compliance and accountability would be maintained--assistance providers would document all the services provided to the service recipient--and outcomes associated with these services would also be presented. Performance indicators that assess the extent to which stated goals have been addressed or problems solved could be developed between the assistance provider and service recipient during their initial meeting.

Indicators that could be aggregated across the entire program would mirror the elements of accountability suggested above. Important features of such indicators would be the inclusion of

measures of continuity and interaction in service relationships and of the effects on the education of American Indian students.

Instead of organizing their periodic reports around the required tasks in the contract, as is currently the case, technical assistance providers could submit reports to ED that are organized around the goals or problems each center addressed in a given period. This would facilitate increased analysis as data on groups of service recipients who share similar goals or problems could be aggregated, and patterns of need would be readily apparent.

14. ***Create formal opportunities for the exchange of more meaningful information between technical assistance providers and OIE.***

Currently, the relationship between OIE and the IETACs focuses overwhelmingly on minutiae, according to our analysis. Although the centers frequently include suggestions for improving services in their reports, they indicate that they receive no feedback from OIE. Strategies for achieving the shared, overarching goal of enhancing Indian education programs and the services received by American Indian children are rarely, if ever, discussed. Ongoing communication that serves to clarify each organization's goals, roles, and responsibility vis a vis (1) each other, (2) Title V grantees, and (3) the students served by these projects may help to uncover new ways in which each organization can further facilitate and enhance the efforts and accomplishments of the other, as they seek to achieve their shared goals.

The success of efforts to change accountability and reporting requirements will depend on frequent and substantive communication between technical assistance providers and their program officers. Program officers' responsibilities, which now focus heavily on monitoring compliance, will expand under the revisions suggested above.[15] Program officers will need to offer regular guidance (e.g., assessing the appropriateness of performance indicators) and feedback (e.g., assessing the suitability of an assistance provider's plan to address a grantee's problem), based on reports received, that will enhance program quality.

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[15] A review of ED-sponsored technical assistance programs (Haslam et al., 1994) found that most technical assistance program officers in ED "do not have extensive experience or training in technical assistance or the substantive content of the various programs." ED may wish to consider the impact on staffing of a shift away from compliance monitoring towards a focus on issues related to educational improvement.

The avenues for communication among staff from OIE's program support and program operation offices and technical assistance providers need to be formalized by the creation of occasions that facilitate the exchange of information (e.g., regularly scheduled telephone conferences, periodic meetings). This would help to enhance effectiveness of technical assistance services and improve service quality. It would ensure that the assistance providers are kept abreast of all regulatory and programmatic changes that affect Title V application procedures or program operations. This would reduce the likelihood of the centers communicating outdated information to the field, and facilitate the timely and accurate communication of all relevant information between OIE and Title V grantees. OIE and IETAC staff possess potentially useful information and ideas that can enhance services to Title V projects and help them to improve the overall quality of the services they provide to American Indian students. With no formal opportunity for OIE and IETAC staff to offer feedback and share the information that each has gathered over the course of their work with grantees, this potential is lost.

Reorganization of Technical Assistance

15. ***American Indian staff who have a personal knowledge of American Indian cultures and languages should be adequately represented within organizations that provide technical assistance to organizations, schools, and LEAs that serve American Indian students.***

IETAC staff members believe that their personal connections with Indian culture are a key to their success in working with Indian tribes and schools and Title V parent advisory committees. Many traditional American Indian educators and community members say that knowledge and respect for American Indian history, art, traditions, and spiritual life are essential traits in the individuals who help them improve the educational and job opportunities for their children.

Several IETAC staff reported that, without this shared identity and cultural understanding, their ability to deliver technical assistance services would have been greatly diminished. Service providers who do not take the unique culture of American Indians into consideration as they make initial contacts with Title V grantees and potential grantees, select and share materials, and deliver training, are likely to experience limited success.

16. ***Ensure that the interests of American Indian students, who represent a very small proportion of the total number of students who are served by programs that receive technical assistance services, are protected and promoted under any new configuration of technical assistance.***

Large numbers of non-Indian students are served by programs that receive assistance from the Chapter 1 Technical Assistance Centers, Drug-Free Schools and Communities Regional Centers, and other technical assistance providers. IETAC staff and other American Indian educators are concerned that the unique educational and cultural needs of American Indian students might be overlooked under any other system for delivering technical assistance. This concern arises from the convergence of several factors, including the following: (1) American Indian students are few in number--a minority among other minority groups; (2) misunderstandings exist around how to effectively use culture as a focus of instructional enrichment, and as a medium for academic instruction; and (3) there is a paucity of culturally appropriate teaching materials for American Indian students in many school districts. To ensure that the unique cultural and educational needs of American Indian students are not overlooked, efforts must be made to involve American Indian educators at all levels of planning, organization, and implementation of any new arrangement for the delivery of technical assistance.

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Technical Appendix

Weighting

A random sample of public school districts with formula grants was drawn using the proportional sampling technique. This technique ensured that the proportion of sampled public school districts would represent the proportion of public school districts that are located in each IETAC region. In addition, we sent surveys to 90 IETAC-identified BIA schools[16]; however, when the surveys were returned, we learned the mailing lists were not complete and that there were actually 173 BIA schools that either had formula grants or were eligible for formula grants (potential grantees). Because the demographic characteristics of the BIA schools varied little, we determined that our sample of 90 BIA schools could be considered representative of the BIA school population. Based on recommendations from OIE, we merged the BIA and school district formula grantees and potential grantees into a single "formula grantee" category. However, after developing the category, we found that the BIA schools were overrepresented in the sample and the school districts were underrepresented. Therefore, we weighted the sample to reflect each population's proportion in the total population of actual and potential formula grantees.

Table 1 represents the proportion of each respondent group in the overall population of actual and potential formula grantees:

[16] BIA schools include BIA-operated schools and BIA-funded schools (i.e., BIA-contract, BIA-grant, and BIA-cooperative schools) which receive BIA funds but are not operated by the BIA.

Table 1
Population of Actual and Potential Formula Grantees by Respondent Group

Respondent Groups	*Number in the Population*	*Percentage of the Total Population*
Public school districts with Title V grants	1,118	87%
BIA-operated schools	93	7%
BIA-funded schools (not including those with discretionary grants)	80	6%
Total formula grantees and potential grantees	1,291	100%

Table 2 represents the proportion of each respondent group included in our sample:

Table 2
Sample of Actual and Potential Formula Grantees by Respondent Group

Respondent Groups	*Number in the Unweighted Sample*	*Percentage of the Unweighted Sample*
Public school districts with Title V grants	354	80%
BIA-operated schools	65	15%
BIA-funded schools (not including those with discretionary grants)	23	5%
Total formula grantees and potential grantees	442	100%

To ensure that our sample population reflected the total population, we weighted each category. For example, the public school districts accounted for 87 percent of the total population (table 1) but only 80 percent of the sample (table 2). To account for this difference, the influence of each public school respondent must be increased by 1.0875 (or .87/.80). The weights for each category are as follows:

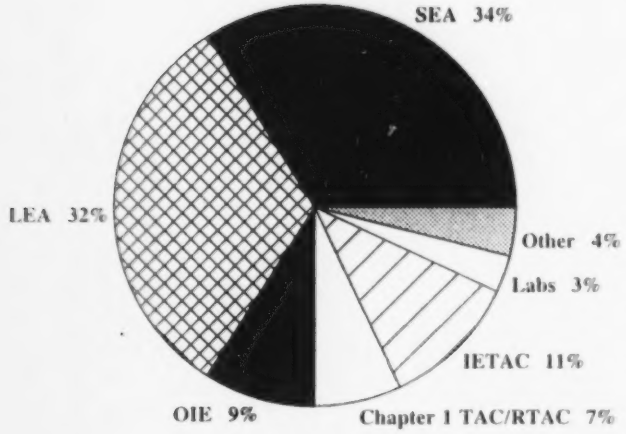
Public school districts	=	1.0875
BIA-operated schools	=	.4666
BIA-funded schools	=	1.1600

The weighted sample population now reflects the overall population in terms of the proportion of each group in the overall sample. The table below shows the weighted sample N's.

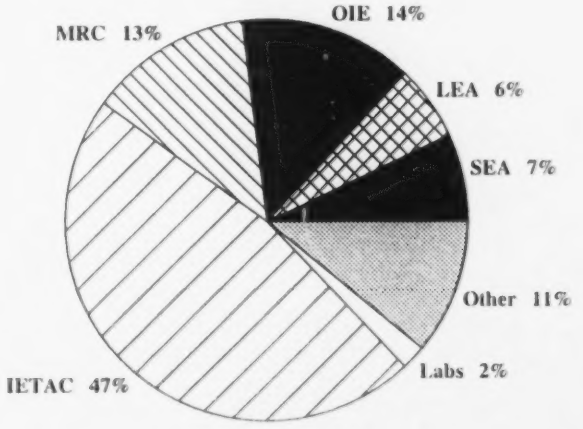
Table 3
Weighted Sample of Actual and Potential Formula Grantees by Respondent Group

Respondent Group	*Number in the Weighted Sample*	*Percentage of the Weighted Sample*
Public school districts with Title V grants	385	87%
BIA schools	30	7%
BIA contract schools (not including those with discretionary grants)	27	6%
Total formula grantees and potential grantees	442	100%

Exhibit I
Organizations to Which Title V Grantees Would Most Likely Turn for Assistance in Key Issues Areas



Implementing schoolwide change
N = 348



Teaching Indian culture/Native language
N = 344

Key:

Chapter 1 TAC/RTAC = Technical Assistance Centers & Rural Technical Assistance Centers

Labs = Regional Educational Laboratories

LEA = Local Education Agency

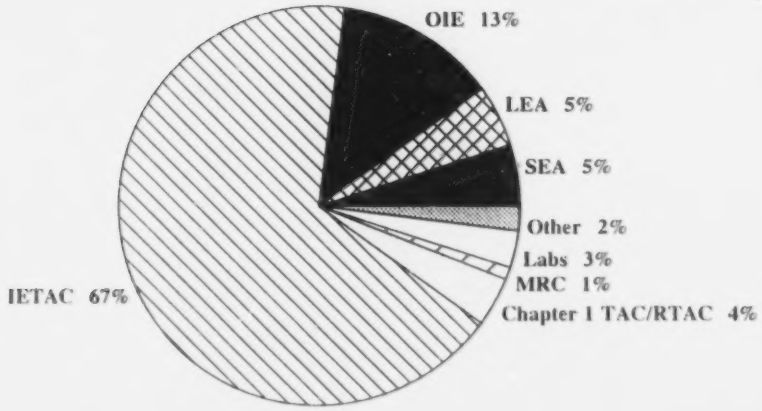
MRC = Multifunctional Resource Centers

OIE = Office of Indian Education

SEA = State Education Agency

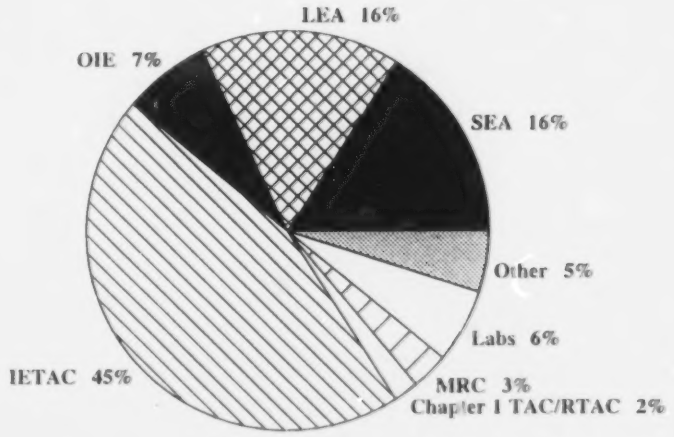
Exhibit I (Continued)

Organizations to Which Title V Grantees Would Most Likely Turn for Assistance in Key Issues Areas



Project design, development, management, and implementation

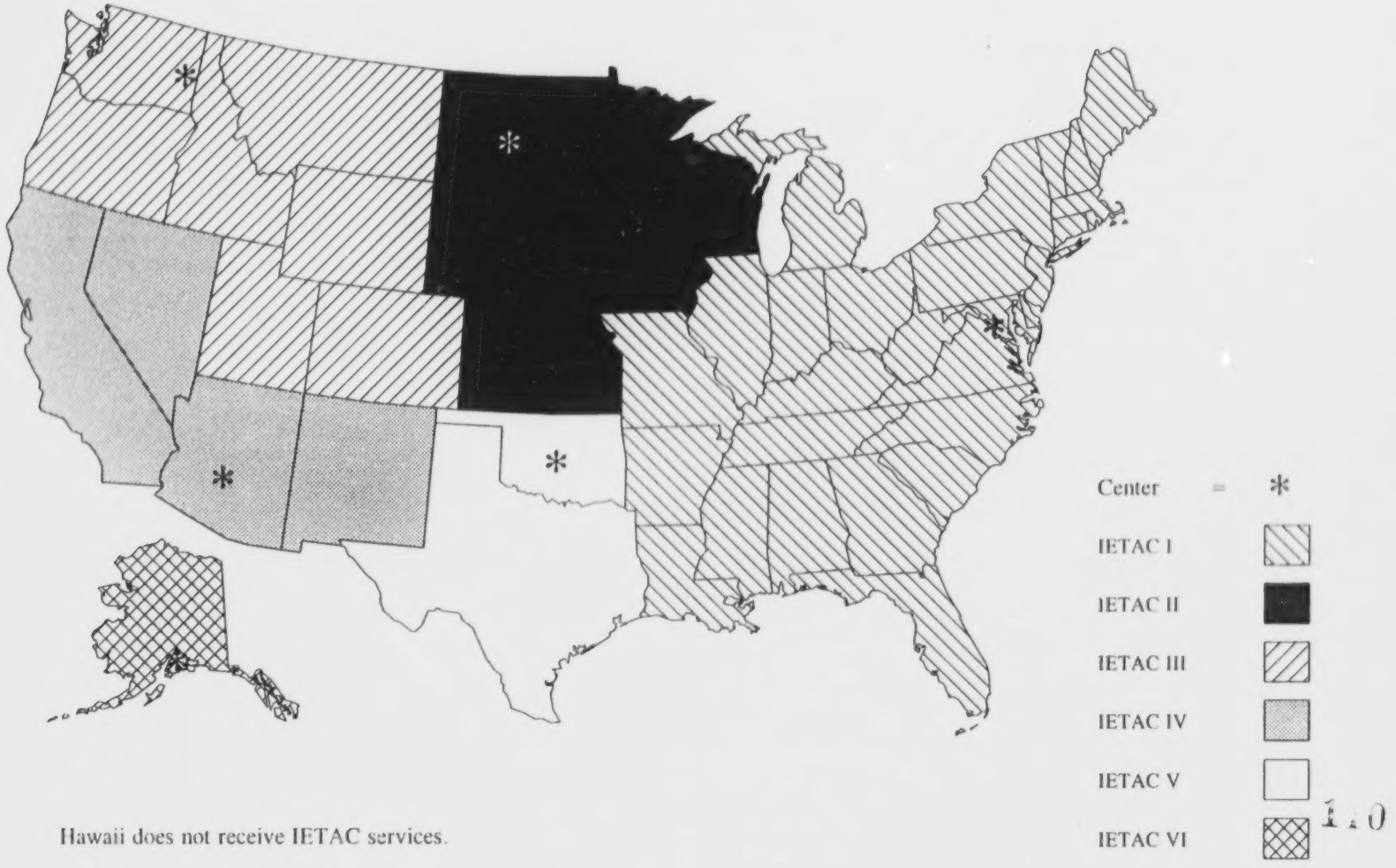
N = 353



Student development topics

N = 324

APPENDIX A
INDIAN EDUCATION TECHNICAL ASSISTANCE CENTER (IETAC) REGIONS



Hawaii does not receive IETAC services.

APPENDIX B

Selected Characteristics of IETAC Regions, FY 1993

IETAC Region	Number of FTE Professional Staff	Number of States and Other Entities in Region	IETAC Annual Operating Cost[17]	Number of Indian Education Act Grantees in Region				Amount of Formula Grants in Region	Total Number of All Indian Children in Region
				Subpart 1 formula	Subpart 1 discret.	Subpart 2 (sp. ser.)	Subpart 3 (adult)		
Center I	3	29 (incl. DC)	$447,200	156	1	5	6	$8,751,175	57,295
Center II	4	7	485,800	206	8	11	5	7,351,508	51,223
Center III	4	7	408,000	166	4	9	7	7,356,251	49,903
Center IV	4	4	345,200	279	6	11	6	16,799,739	129,529
Center V	7	2	333,000	328	0	6	3	9,438,414	81,003
Center VI	2	1	330,000	47	0	1	0	6,622,341	25,802

Source: Office of Indian Education, October 1993

[17] Funding for each center is based on the cost of living in the area, the number of IEA grantees, and the size of the geographic area that must be covered.

APPENDIX C

Number of Assistance Providers Within Each IETAC Region by Federal Technical Assistance Program

Federally Funded Technical Assistance Program	IETAC I	IETAC II	IETAC III	IETAC IV	IETAC V	IETAC VI
Chapter 1 Rural TACs	7	3	3	3	2	3
Multifunctional Resource Centers (Bilingual)	6	2	2	5	3	1
Special Education Regional Resource Centers	5	3	3	3	2	1
Regional Educational Laboratories	7	2	3	2	1	1
Desegregation Assistance Centers	6	3	2	2	1	1
Chapter 1 TACs	5	2	2	2	1	1
Curriculum Coordination Centers	4	3	1	2	1	1
Drug-free Schools and Communities Regional Centers	3	2	3	2	1	1
Evaluation Assistance Centers (Bilingual)	1	2	1	1	2	1
Migrant Program Coordination Centers	2	1	1	1	1	1
TOTAL	46	23	21	23	15	12

UNITED STATES DEPARTMENT OF EDUCATION

WASHINGTON, D.C. 20202-_____

APR 20 1994

Dear Survey Respondent:

The Office of the Under Secretary of the U.S. Department of Education (ED), in cooperation with the Department's Office of Indian Education, has commissioned Policy Studies Associates (PSA) to conduct a study of the Indian Education Technical Assistance Centers (IETACs).

The goals of the study are to describe the operations and effectiveness of the IETACs and the context in which they exist, and to develop options to enhance their overall effectiveness. During the past few months PSA has conducted site visits to each of the six IETACs, observed workshops, and interviewed IETAC staff members. In addition, PSA has conducted telephone interviews with representatives of several state education agencies and Indian education organizations who are familiar with the IETACs and the population they serve.

An important part of our data collection effort is a survey of actual and potential IETAC service recipients such as yourself. Because of your work in educating Indian students, you can provide us with valuable information on the effectiveness of IETAC services. We therefore request that you assist us by voluntarily completing the attached survey at your earliest convenience. For this study to be useful in strengthening IETAC services, it is essential that every survey form be completed and returned.

Please be assured that all responses will be confidential. Findings will be aggregated across broad categories (e.g., urban public school districts, reservation schools). Specific schools and individuals will not be identified.

Please do not hesitate to contact Nancy Loy, the U.S. Department of Education's project officer, at (202) 401-1958 if you have general questions or concerns about the study or the survey. Questions about specific survey items should be directed to Kelly Colopy (PSA Survey Coordinator) at (202) 939-5315. Thank you for your cooperation and assistance.

Sincerely,

Jon Wade, Acting Director
Office of Indian Education

Alan Ginsburg, Director
Planning and Evaluation Service

Survey of Indian Education Technical Assistance Center (IETAC) Service Recipients and Potential Service Recipients

Public reporting burden for this collection of information is estimated to average 30 minutes per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the U.S. Department of Education, Information Management and Compliance Division, Washington, D.C. 20202-4651; and to the Office of Management and Budget, Paperwork Reduction Project 1875-0098, Washington, D.C. 20503. Expires September 1994.

Respondent Name:_____

Respondent Title:_____

1. How long have you been the Title V program director: _____ Years
(IF YOU ARE NOT THE TITLE V PROGRAM DIRECTOR, SKIP TO Q.1b.)

1a. What are your other responsibilities, if any, in addition to Title V program director? (CIRCLE ALL THAT APPLY)

a.	No other responsibilities	1
b.	Principal	1
c.	Teacher	1
d.	Paraprofessional/tutor	1
e.	Federal programs coordinator	1
f.	Counselor or student advisor	1

1b. If you are the Federal programs coordinator, what other Federal programs do you work with? (CIRCLE ALL THAT APPLY)

a.	I am not the Federal programs coordinator **(SKIP TO Q.2)**	1
b.	Johnson O'Malley	1
c.	Impact aid	1
d.	Chapter 1 basic program	1
e.	Chapter 1 migrant education program	1
f.	Title VII, bilingual education	1
g.	Special education	1
h.	Gifted and talented programs	1
i.	Others (SPECIFY)_____	1

2. Where is your project located? (CIRCLE ONE)

a.	Urban area	1
b.	Rural area/non-reservation	2
c.	Rural area/reservation	3

3. Type of Institution: (CIRCLE ONE TYPE OF INSTITUTION, THEN FILL IN THE NUMBERS REQUESTED TO THAT TYPE OF INSTITUTION)

a. Public school district 1
Total district enrollment:_____
Percent of students eligible for free- or reduced-price lunch:_____
Number of Indian students in the district:_____
Number of Indian students served by Title V project:_____

b. BIA school 2
Total school enrollment:_____
Percent of students eligible for free- or reduced-price lunch:_____
Number of Indian students in the school:_____
Number of Indian students served by Title V project:_____

c. BIA contract school (tribal or Indian-controlled school) 3
Total school enrollment:_____
Percent of students eligible for free- or reduced-price lunch:_____
Number of Indian students in the school:_____
Number of Indian students served by Title V project:_____

d. Institution of higher education 4
Number of participants served by Title V project:_____

e. Indian organization 5
Number of participants served by Title V project:_____

f. Indian tribe 6
Number of participants served by Title V project:_____

g. State education agency 7

4. Do you currently have a grant from the U.S. Department of Education's Office of Indian Education? (CIRCLE ONE)

a. Yes 1
b. No **(SKIP TO Q.6)** 2

4a. If Yes, what type of grant? (CIRCLE ONE)

a. Subpart 1 Formula Grant 1
b. Subpart 1 Discretionary Grant (cultural enrichment/Indian-controlled schools) 2
c. Subpart 2 Discretionary Grant (special programs) 3
d. Subpart 3 Discretionary Grant (adult education) 4

4b. How many years has your project been funded by the U.S. Department of Education's Office of Indian Education?_____

4c. What was your Title V grant amount for the school year 1993-94?_____

5. What is the primary focus of your Indian Education project? (CIRCLE ONE)

a. Supplemental academic tutoring for Indian students 1
b. Cultural enrichment/Indian language classes 2
c. Counseling/career awareness 3
d. Staff development for teachers 4
e. Teacher preparation for pre-service teachers 5
f. Adult Education 6
g. Other (SPECIFY)_____ 7

6. Have you heard of the Indian Education Technical Assistance Centers (IETACs)?

The IETACs are as follows:

Center 1 = ORBIS, Washington, D.C.
Center 2 = North Plains IETAC, Bismarck, ND
Center 3 = Gonzaga University, Spokane, WA
Center 4 = S.W. Regional Resource Center, Tempe, AZ
Center 5 = American Indian Resource and Development, Norman, OK
Center 6 = Cook Inlet Tribal Council, Anchorage, AK

a. Yes 1
b. No **(SKIP TO Q.23)** 2

7. How did you first hear about the IETACs? I first heard about the IETAC from: (CIRCLE ONLY ONE)

a. An IETAC newsletter 1
b. A referral from the Office of Indian Education in Washington, D.C. 2
c. An IETAC staff member 3
d. Another Title V project director 4
e. A school or district level administrator 5
f. A parent committee member 6
g. A tribal organization 7
h. Other (SPECIFY)_____ 8

7a. What other ways, if any, have you heard about the IETACs? (CIRCLE ALL THAT APPLY)

a. An IETAC newsletter 1
b. A referral from the Office of Indian Education in Washington, D.C. 1
c. An IETAC staff member 1
d. Another Title V project director 1
e. A school or district level administrator 1
f. A parent committee member 1
g. A tribal organization 1
h. Other (SPECIFY)_____ 1

8. Are you familiar with the services the IETAC provides?

a. Yes 1
b. No **(SKIP TO Q.10)** 2

9. How did you learn about the specific services the IETAC provides? (CIRCLE NO MORE THAN 3)

a. IETAC newsletter 1
b. IETAC brochure 2
c. Visited an IETAC 3
d. Called IETAC for a list of services 4
e. The IETAC contacted me by mail or telephone 5
f. Conversation with other Title V project directors 6
g. A meeting/presentation where IETAC staff described their services (SPECIFY)_____ 7
h. Other (SPECIFY)_____ 8

10. Do you receive the IETAC newsletter?

a. Yes 1
b. No **(SKIP TO Q.11)** 2

10a. IETAC newsletters generally contain some of the information listed in the table below. Please indicate in the table which information you find most useful, least useful, and which information you would like to see more of:

Newsletter Information	**Most Useful?** (CIRCLE ONE)	**Least Useful?** (CIRCLE ONE)	**Would like to see more of?** (CIRCLE ALL THAT APPLY)
a. Schedules for regional workshops sponsored by the IETAC	1	1	1
b. Announcement of conferences/workshops aside from those sponsored by the IETAC	2	2	1
c. Examples of what other Title V projects are doing	3	3	1
d. List of materials available at the IETAC	4	4	1
e. Instructional tips	5	5	1
f. Articles on special needs of Indian students	6	6	1
g. Articles on recent research in education	7	7	1
h. Announcements of scholarships or grants for Indian students or educators	8	8	1
i. Information on Indian Adult Education	9	9	1
j. Information for parents and parent committee members	10	10	1
k. Background information on legislation affecting Indian Education	11	11	1
l. Other (SPECIFY)_____	12	12	1

11. In the past three years, have you or anyone from your district/school (e.g., principal, teacher, Title V aide, parent committee member) attended a workshop or requested materials or assistance of any kind from an IETAC?

a. Yes 1
b. No **(SKIP TO Q.21)** 2
c. Don't Know **(SKIP TO Q.22)** 9

11a. If you or anyone else from your district/school (e.g., principal, teacher, Title V aide, parent committee member) requested materials or assistance from an IETAC, did the IETAC provide the assistance requested?

a. Yes 1

b. No (Reason why service not provided_____
_____ **(SKIP TO Q.11e)** 2

c. No one from our district/school has requested materials or assistance from an IETAC **(SKIP TO Q.11e)** 9

11b. In general, how timely is the IETAC response to your requests for assistance? The response is usually:

a. Slower than needed 1
b. About the time needed 2
c. More quickly than needed 3

11c. In the following table, please indicate whether in the past three years you or anyone else from your district/school (e.g., principal, teacher, Title V aide, parent committee member) has requested and received materials from an IETAC in any of the topics below.

For each topic listed in Column 1, please indicate if you received materials/information from an IETAC office (Y=Yes, N=No), and rank the usefulness of the materials. If you did not receive materials/information in a specific topic, please circle N (no) and move to the next topic.

Column 1	Column 2				
Topics	**Materials/ Information from IETAC Office** **1= Not at all useful** **2= Somewhat useful** **3= Very useful**				
	Received		Usefulness		
a. Grant application assistance	Y	N	1	2	3
b. Parent Committee training	Y	N	1	2	3
c. Curriculum development	Y	N	1	2	3
d. Cultural awareness/sensitivity training for staff	Y	N	1	2	3
e. Instructional training for teachers and tutors	Y	N	1	2	3
f. Program management	Y	N	1	2	3
g. Student assessment and project evaluation	Y	N	1	2	3
h. Other (SPECIFY)_____					
_____	Y	N	1	2	3

11d. In the following table, please indicate whether in the past three years you or anyone else from your district/school (e.g., principal, teacher, Title V aide, parent committee member) has participated in an on-site visit in any of the topics below.

For each topic listed in Column 1, please do the following:

Column 2. **Indicate if you participated in an on-site visit from the IETAC (Y=Yes, N=No), and rate the usefulness of the visit.**

Column 3. **Indicate whether you received materials in the on-site visit (Y=Yes, N=No), and rate the usefulness of the materials.**

If you did not participate in an on-site visit for that particular topic, please circle N and skip to the next topic on the list.

Column 1	Column 2		Column 3	
Topics	**On-Site Visit** **1= Not at all useful** **2= Somewhat useful** **3= Very useful**		**On-Site Visit Materials** **1= Not at all useful** **2= Somewhat useful** **3= Very useful**	
	Participated	Usefulness	Participated	Usefulness
a. Grant application assistance	Y N	1 2 3	Y N	1 2 3
b. Parent Committee training	Y N	1 2 3	Y N	1 2 3
c. Curriculum development	Y N	1 2 3	Y N	1 2 3
d. Cultural awareness/sensitivity training for staff	Y N	1 2 3	Y N	1 2 3
e. Instructional training for teachers and tutors	Y N	1 2 3	Y N	1 2 3
f. Program management	Y N	1 2 3	Y N	1 2 3
g. Student assessment and project evaluation	Y N	1 2 3	Y N	1 2 3
h. Other (SPECIFY)_____ _____	Y N	1 2 3	Y N	1 2 3

11e. In the following table, please indicate whether in the past three years you or anyone else from your district/school (e.g., principal, teacher, Title V aide, parent committee member) has attended a regional workshop in any of the topics below.

For each topic listed in Column 1, please do the following:

Column 2. **Indicate if you attended a regional workshop for that topic (Y=Yes, N=No), and rate the usefulness of the workshop.**

Column 3. **Indicate whether you received materials in the workshop (Y=Yes, N=No), and rate the usefulness of the materials.**

If you did not attend a workshop for that particular topic, please circle N and skip to the next topic on the list.

Column 1	Column 2		Column 3	
Topics	**Regional Workshop** 1= Not at all useful 2= Somewhat useful 3= Very useful		**Regional Workshop Materials** 1= Not at all useful 2= Somewhat useful 3= Very useful	
	Attended	Usefulness	Received	Usefulness
a. Grant application assistance	Y N	1 2 3	Y N	1 2 3
b. Parent Committee training	Y N	1 2 3	Y N	1 2 3
c. Curriculum development	Y N	1 2 3	Y N	1 2 3
d. Cultural awareness/sensitivity training for staff	Y N	1 2 3	Y N	1 2 3
e. Instructional training for teachers and tutors	Y N	1 2 3	Y N	1 2 3
f. Program management	Y N	1 2 3	Y N	1 2 3
g. Student assessment and project evaluation	Y N	1 2 3	Y N	1 2 3
h. Other (SPECIFY)_____ _____	Y N	1 2 3	Y N	1 2 3

11f. Which of the following IETAC services have been the most valuable to you? Please rank the following three items where 1 = least valuable, and 3 = most valuable.

a. Materials/Information from the IETAC office _____
b. Regional Workshops _____
c. On-site Visits _____

12. At either the workshops or on-site training, did you or anyone from your district/school make any requests for follow-up services (e.g., request new/additional materials or an additional on-site visit)?

a. Yes 1
b. No **(SKIP TO Q.13)** 2
c. No one from our district attended a workshop or participated in an on-site visit **(SKIP TO Q.13)** 9

12a. Did the IETAC follow-up on any requests you made (e.g., sending additional materials, providing other contacts, setting up an onsite visit)?

a. Yes 1
b. No **(SKIP TO Q.12c)** 2

12b. How responsive was the follow-up assistance to your needs? (CIRCLE ONE NUMBER)

Not At All Responsive	**Hardly Responsive**	**Moderately Responsive**	**Very Responsive**
1	2	3	4

(SKIP TO Q.13)

12c. If they did not follow-up, did you contact the IETAC staff to repeat your request?

a. Yes 1
b. No **(SKIP TO Q.13)** 2

12d. What was the outcome of the repeated request? (CIRCLE ALL THAT APPLY)

a. Technical assistance was provided 1
b. Referral to another technical assistance provider 1
(SPECIFY)_____
c. No assistance or referrals 1
d. Other (SPECIFY)_____ 1

13. What do you value most, if anything, about IETAC services and staff compared to other resources available to you? (PLEASE RANK YOUR TOP THREE BY PLACING THE NUMBER OF THE ITEM IN THE SPACE PROVIDED. IF YOU DO NOT VALUE IETAC SERVICES, PLACE A "9" IN THE 1ST CATEGORY, THEN SKIP TO Q.14)

1ST_____
2ND_____
3RD_____

Their accessibility 1
Their response time to questions and requests 2
Their ability to locate/develop useful materials and other resources 3
Their sensitivity to local Indian culture 4
Their expertise/knowledge in the area of curriculum and instruction 5
I share an ethnic/cultural identity with IETAC staff 6
Opportunities to network with other Title V grantees 7
Other (SPECIFY)_____ 8
I do not value the IETAC services 9

14. What were the shortcomings, if any, of the IETAC services? (CIRCLE ALL THAT APPLY)

a. No shortcomings 1
b. The assistance did not address my request 1
c. The assistance did not apply to our project 1
d. The assistance was too managerial (little focus on actual curriculum issues, parenting skills, tutoring skills) 1
e. I had heard this training before, so I didn't learn very much 1
f. The IETAC staff did not spend enough time with our program 1
g. Centers often will not give a direct answer to my questions 1
h. Other (SPECIFY)_____ 1

15. What suggestions do you have for improving technical assistance from the IETACs? (IF YOU NEED MORE SPACE, PLEASE CONTINUE YOUR ANSWER ON THE BACK OF THE PAGE).

_____
_____
_____
_____
_____
_____
_____
_____
_____

16. Are there issues you would like the IETAC to address that it currently does not address? If so, please list them below: (IF YOU NEED MORE SPACE, PLEASE CONTINUE YOUR ANSWER ON THE BACK OF THE PAGE)

_____

_____

_____

_____

_____

_____

_____

_____

17. Have you changed your Title V program based on IETAC assistance?

a. Yes 1
b. No **(SKIP TO Q.18)** 2

17a. How has the IETAC assistance helped you change your Title V program? (CIRCLE ALL THAT APPLY)

a. Changed the program design 1
b. Changed teaching practices 1
c. Adopted new curriculum materials 1
d. Changed our needs assessment procedures 1
e. Changed our evaluation design 1
f. Other (SPECIFY)_____ 1

18. Are you familiar with the following technical assistance organizations in your area?

		Yes	No
a.	Chapter 1 Technical Assistance Center	1	2
b.	Chapter 1 Rural Technical Assistance Center (RTAC)	1	2
c.	Bilingual Multifunctional Resource Center (MRC)	1	2
d.	Regional Educational Laboratories	1	2

18a. The chart below contains a list of Indian education issues. Please indicate which organization you would be most likely to call for assistance in each of the issues. For each issue, place an "X" in the box under the organization you would be most likely to call (PLEASE MARK ONLY ONE ORGANIZATION FOR EACH ISSUE).

Issues	State Education Agencies (SEA)	School Districts (LEA)	Office of Indian Education (OIE)	Indian Education TAC (IETAC)	Chapter 1 TAC	Chapter 1 Rural TAC (RTAC)	Bilingual Multifunctional Resource Center (MRC)	Regional Educational Laboratories	Other (SPECIFY)
Implementing school-wide change									
Teaching Indian culture/native languages									
Research on effective instructional techniques (e.g. cooperative learning)									
Student assessment/ program evaluation strategies and methods									
Project design, development, management, and implementation									
Student development topics (e.g. career awareness, counseling, self-esteem)									
Information on OIE grant application requirements									
Indian parental training and involvement									

19. In the past three years, have you or anyone else from your district/school (e.g., principal, teacher, Title V aide, parent committee member) received technical assistance from any other assistance provider (e.g., State Department of Education, Indian Education organizations, Regional Educational Laboratories, Multifunctional Resource Centers (MRC), Drug Free Centers) other than the IETAC?

a. Yes 1
b. No **(SKIP TO Q.19d)** 2
c. Don't know **(SKIP TO Q.19d)** 9

19a. In the table below, please indicate whether you have received assistance in any of the issue areas listed in **Column 1**. Using the numerical key (below) as a guide, indicate who provided the assistance by placing the **number** that corresponds with the appropriate organization, in the box or boxes under the **type** of service you received (see **Columns 2, 3, and 4**)

NOTE: If you received services in the same issue area from more than one organization, please enter all of the appropriate numbers in the box(es).

KEY:

State Education Agency (SEA) =	*1*	*Indian Education TAC (IETAC) =*	*6*
School District (LEA) =	*2*	*Chapter 1 Rural TAC =*	*7*
Chapter 1 TAC =	*3*	*Regional Laboratories =*	*8*
Multifunctional Resource Center (MRCs) =	*4*	*Other (specify) _____ =*	*9*

U.S. Department of Education's Office of Indian Education = 5

Column 1	Column 2	Column 3	Column 4
Issues	**Type of Service**		
	Provision of Information/Materials via Mail or Telephone	**Workshop Including Workshop Materials**	**On-site Visit Including On-Site Visit Materials**
Implementing school-wide change			
Teaching Indian culture/native languages			
Research on effective instructional techniques (e.g. cooperative learning)			
Student assessment/ program evaluation strategies and methods			
Project design, development, management, and implementation			
Student development topics (e.g. career awareness, counseling, self-esteem)			
Information on OIE grant application requirements			
Indian parental training and involvement			

19b. Please indicate how IETAC materials, workshops, and on-site visits compare with the services of other technical assistance providers in terms of usefulness to your program. (CIRCLE ONE NUMBER FOR EACH TYPE OF SERVICE)

	Less useful than services of other TA providers	About the same as services of other TA providers	More useful than services of other TA providers
a. IETAC materials are:	1	2	3
b. IETAC workshops are:	1	2	3
c. IETAC on-site visits are:	1	2	3

19c. Any additional comments on technical assistance from providers other than the IETAC:

19d. In the table below, please indicate which technologies you have available to your project and whether the IETAC or other technical assistance providers or agencies use these technologies to communicate with or provide services to your project.

For each technology listed in Column 1, please do the following:

Column 2. **Indicate if you have the technology available (Y=Yes, N=No). If No, skip to the next technology listed. If Yes, answer Column 3 and Column 4 then move to the next technology on the list.**

Column 3. **Indicate whether the IETAC has used this technology to communicate with or provide technical assistance to your project (Y=Yes, N=No).**

Column 4. **Indicate whether another technical assistance provider (e.g. Chapter 1 TAC, Bilingual Multifunctional Resource Center) or agency (e.g., U.S. Department of Education Office of Indian Education, State Education Agency) has used this technology to communicate with or provide assistance to your project (Y=Yes, N=No). If Yes, please specify the technical assistance provider or agency.**

Column 1	Column 2	Column 3	Column 4
Technologies	**Do you have the following technology available?**	**Has the IETAC used this technology to communicate with or provide services to your program?**	**Have other TACs or agencies used this technology to communicate with or provide services to your program?**
a. Computer with Modem	Y N	Y N	Y (SPECIFY) N _____ _____
b. Computer with Electronic Mail (E-MAIL)	Y N	Y N	Y (SPECIFY) N _____ _____
c. Telephones with conference call capabilities	Y N	Y N	Y (SPECIFY) N _____ _____
d. Fax machines	Y N	Y N	Y (SPECIFY) N _____ _____
e. Televisions with video players	Y N	Y N	Y (SPECIFY) N _____ _____

20. **THANK YOU FOR TAKING THE TIME TO COMPLETE THE SURVEY. THE REMAINDER OF THE SURVEY IS ONLY FOR THOSE WHO HAVE NOT REQUESTED IETAC SERVICES.**

COMPLETE ONLY IF YOU HAVE NOT REQUESTED ASSISTANCE FROM THE IETAC

21. Why haven't you requested IETAC services? (CIRCLE ALL THAT APPLY)

a. I'm not familiar with the services they provide 1
b. My program doesn't need the assistance the IETAC provides 1
c. I do not have time to work with the IETAC 1
d. I do not have the resources to work with IETAC 1
e. I can find better quality assistance elsewhere 1
f. Other (SPECIFY)_____ . 1

22. Please choose 3 items from the 19 items listed below that you are most likely to need assistance with in the school year 1994-95. Rank them in the space provided. (PLACE THE NUMBER OF THE ITEM IN THE SPACE PROVIDED)

1ST_____
2ND_____
3RD_____

Grant Application Assistance

Program design (e.g., developing objectives) 1
Designing and conducting a needs assessment 2
Designing and conducting a program evaluation 3
OIE checklist issues 4

Parent Committee Training

Managerial issues 5
Roles and Responsibilities 6
Parliamentary procedures 7
Parenting skills 8
Conflict resolution 9
Recruiting parents 10

Other Assistance

Academic curriculum development 11
Cultural curriculum development 12
Cultural awareness/sensitivity training for staff 13
Tutor training 14
Staff development 15
School board training 16
Budgeting and financial management 17
Other (SPECIFY)_____ 18
None of the above 19

23. Are you familiar with the following technical assistance organizations in your area?

		Yes	No
a.	Chapter 1 Technical Assistance Center	1	2
b.	Chapter 1 Rural Technical Assistance Center (RTAC)	1	2
c.	Bilingual Multifunctional Resource Center (MRC)	1	2
d.	Regional Educational Laboratories	1	2

23a. The chart below contains a list of Indian education issues. Please indicate which organization you would be most likely to call for assistance in each of the issues. For each issue, place an "X" in the box under the organization you would be most likely to call (PLEASE MARK ONLY ONE ORGANIZATION FOR EACH ISSUE).

Issues	State Education Agencies (SEA)	School Districts (LEA)	Office of Indian Education (OIE)	Indian Education TAC (IETAC)	Chapter 1 TAC	Chapter 1 Rural TAC (RTAC)	Bilingual Multifunctional Resource Center (MRC)	Regional Educational Laboratories	Other (SPECIFY)
Implementing school-wide change									
Teaching Indian culture/native languages									
Research on effective instructional techniques (e.g. cooperative learning)									
Student assessment/ program evaluation strategies and methods									
Project design, development, management, and implementation									
Student development topics (e.g. career awareness, counseling, self-esteem)									
Information on OIE grant application requirements									
Indian parental training and involvement									

24. In the past three years, have you or anyone else from your district/school (e.g., principal, teacher, Title V aide, parent committee member) received technical assistance from any assistance provider (e.g., State Department of Education, Indian Education organizations, Regional Educational Laboratories, Multifunctional Resource Centers (MRC), Drug Free Centers)?

a. Yes 1
b. No **(SKIP TO Q.24b)** 2
c. Don't know **(SKIP TO Q.24b)** 9

24a. In the following table, please indicate whether you have received assistance in any of the issue areas listed in **Column 1**. Using the numerical key (below) as a guide, indicate who provided the assistance by placing the **number** that corresponds with the appropriate organization, in the box or boxes under the **type** of service you received (see **Columns 2, 3, or 4**).

NOTE: If you received services in the same issue area from more than one organization, please enter all of the appropriate numbers in the box(es).

KEY:

State Education Agency (SEA) =	*1*	*Indian Education TAC (IETAC) =*	*6*
School District (LEA) =	*2*	*Chapter 1 Rural TAC =*	*7*
Chapter 1 TAC =	*3*	*Regional Laboratories =*	*8*
Multifunctional Resource Center (MRCs) =	*4*	*Other (specify)* _____ =	*9*
U.S. Department of Education's Office of Indian Education = 5			

Column 1	Column 2	Column 3	Column 4
Issues	Type of Service		
	Provision of Information/Materials via Mail or Telephone	Workshop Including Workshop Materials	On-site Visit Including On-Site Visit Materials
Implementing school-wide change			
Teaching Indian culture/native languages			
Research on effective instructional techniques (e.g. cooperative learning)			
Student assessment/ program evaluation strategies and methods			
Project design, development, management, and implementation			
Student development topics (e.g. career awareness, counseling, self-esteem)			
Information on OIE grant application requirements			
Indian parental training and involvement			

24b. In the table below, please indicate which technologies you have available to your project and whether technical assistance providers or other agencies use these technologies to communicate with or provide services to your project.

For each technology listed in Column 1, please do the following:

Column 2. **Indicate if you have the technology available (Y=Yes, N=No). If No, skip to the next technology listed. If Yes, answer Column 3 then move to the next technology on the list.**

Column 3. **Indicate whether another technical assistance provider (e.g. Chapter 1 TAC, Bilingual Multifunctional Resource Center) or agency (e.g., U.S. Department of Education Office of Indian Education, State Education Agency) has used this technology to communicate with or provide assistance to your project (Y=Yes, N=No). If Yes, please specify the technical assistance provider or agency.**

Column 1	Column 2	Column 3
Technologies	**Do you have the following technology available?**	**Have other TACs or agencies used this technology to communicate with or provide services to your program?**
a. Computer with Modem	Y N	Y (SPECIFY) _____ N
b. Computer with Electronic Mail (E-MAIL)	Y N	Y (SPECIFY) _____ N
c. Telephones with conference call capabilities	Y N	Y (SPECIFY) _____ N
d. Fax machines	Y N	Y (SPECIFY) _____ N
e. Televisions with video players	Y N	Y (SPECIFY) _____ N

25. **THANK YOU FOR TAKING THE TIME TO COMPLETE THE SURVEY.**

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